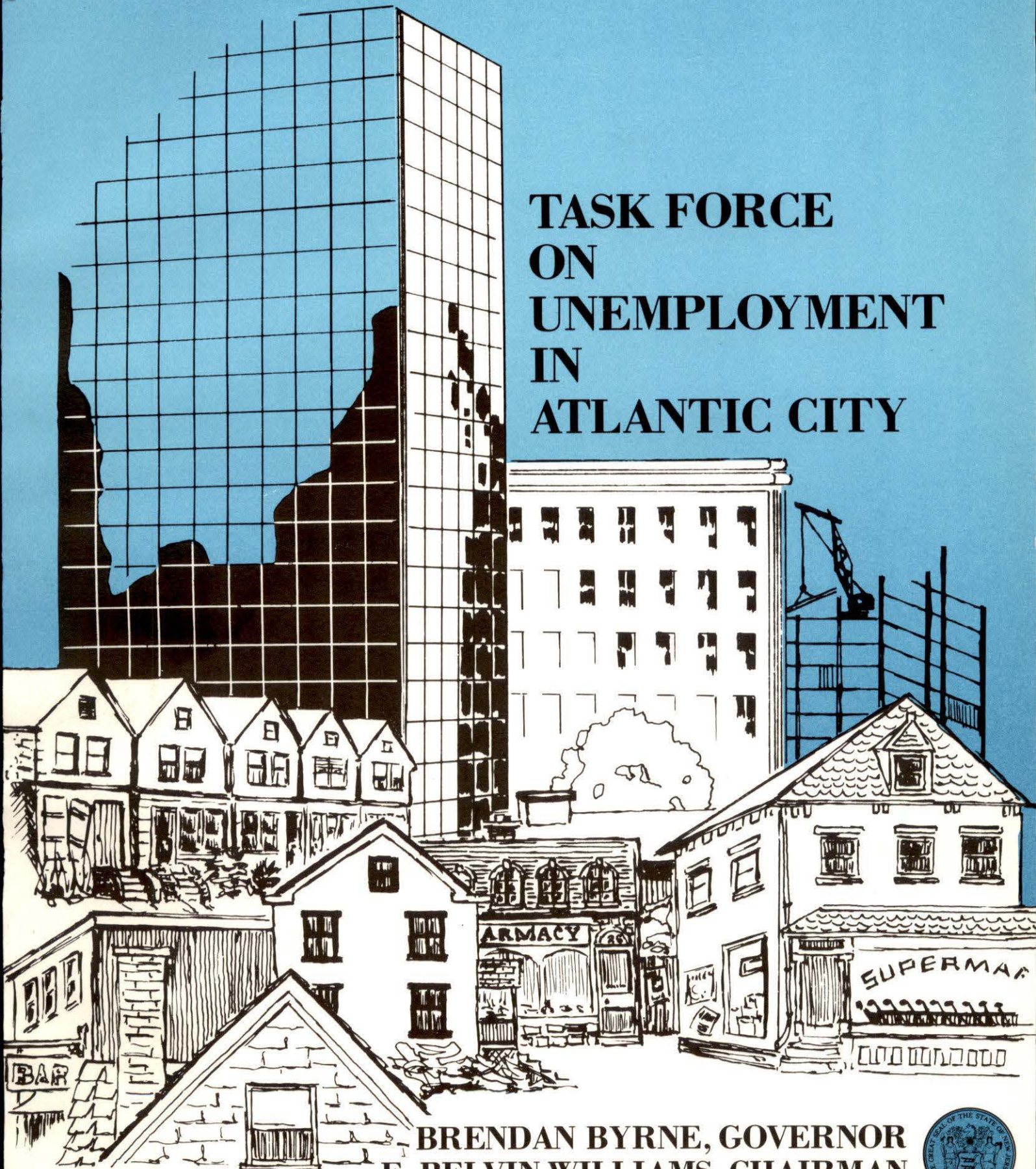


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TASK FORCE ON UNEMPLOYMENT IN ATLANTIC CITY



BRENDAN BYRNE, GOVERNOR
E. BELVIN WILLIAMS, CHAIRMAN

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REPORT OF THE GOVERNOR'S
TASK FORCE ON
UNEMPLOYMENT

IN
ATLANTIC CITY

JUNE, 1980

GOVERNOR'S TASK FORCE ON UNEMPLOYMENT IN ATLANTIC CITY

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E. BELVIN WILLIAMS
SENIOR VICE PRESIDENT

June 1980

Governor
Honorable Brendan T. Byrne
State House
Trenton, N.J. 08625

Dear Governor Byrne:

Following full and careful deliberation of all of the information brought before it, the Task Force has completed its study of the unemployment problem in Atlantic City. On behalf of the members of the Task Force, I herewith submit our final report for your consideration.

Although we recognize full well the complexity of the problems and issues that have engaged the attention of the Task Force over the past seven months, we offer our recommendations with the expectation that, with your personal endorsement, and the concerted effort and commitments of the Legislature, local government, the gaming industry, and the residents of Atlantic City, real and lasting progress can be made in the attainment of the social and economic goals of these varied sectors.

The diverse perspectives represented within the membership of the Task Force afforded a realistic atmosphere for deliberation and decision-making, and the report reflects the fruits of many hours of spirited and informed discussion. It is our hope that acceptance and implementation of this report will enable residents of Atlantic City to share more fully in the economic growth which has resulted and which is expected from casino development.

Sincerely,

A handwritten signature in cursive script, reading "E. Belvin Williams".

E. Belvin Williams
Chairman
Governor's Task Force
on Unemployment
in Atlantic City

Enclosure

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FOREWORD

Since the passage of the Casino Gambling Referendum, billions of dollars have been spent to revitalize Atlantic City and to create employment opportunities for the residents of the Atlantic City area. This significant investment of resources has resulted in the expansion of economic activity in Atlantic City and in the creation of approximately 13,000 jobs. Despite the infusion of capital investments and increased employment opportunities, the residents of Atlantic City have not been the prime beneficiaries of the area's economic growth and expansion. Unemployment for the first quarter of 1980 stands at over 13%, far exceeding the state average. This anomaly suggests that residents of Atlantic City, who must bear a major portion of the costs of this development, are not sharing in the prosperity it has brought.

In October, 1979, Governor Byrne, appointed the Task Force on Unemployment in Atlantic City in an attempt to determine why these high levels of unemployment persist and to identify what actions can be taken to address this serious problem. The Governor directed the Task Force to re-examine policies and programs that have a direct relationship to the problem of unemployment in Atlantic City and statewide. Among the issues the Governor suggested the Task Force consider included:

- . The characteristics of those who remain unemployed in Atlantic City.
- . The Atlantic City labor market demand for skills and experience and the skills possessed by the Atlantic City labor force.
- . The type of education, employment and training programs and services now available.
- . The need to target existing programs and services to the groups most in need.
- . The work disincentive aspects of income maintenance programs such as unemployment insurance and welfare.
- . The linkages necessary among government, local business employers, community groups and organized labor to implement an effective education and employment effort.

Since the start of the Task Force Meetings, a considerable amount of time was devoted to the socioeconomic aspects of the Atlantic City area, as well as a review of the casino operation and its impact on the local area. There are two related questions. First, to what extent and how can inner city residents be helped to share equitably in the economic renewal of their home area? Second, what is so special about Atlantic City?

The Task Force has agreed upon a clear answer to this last point. Urban centers throughout our State and the Nation as well, share the painful experience of economic decline and bleak prospects for those least able to compete in the job market. However, Atlantic City has been specially endowed by the citizens and Legislature of New Jersey who authorized the establishment of the gaming industry in the expectation that it would result in the regeneration and rehabilitation of a historically significant part of the State as well as produce avenues for other purposes. This declaration of public policy sets Atlantic City apart from other urban centers.

The members of the Task Force agree that solutions applicable to common problems of all cities may emerge from study of the Atlantic City experience. The Task Force recognized that the Atlantic City job market is reacting to two special forces: One is the relatively rapid introduction of a new industry with some unique position titles and job duties having no counterparts in the local or regional labor market areas; the other is that the new industry confronts an unusual degree and extent of regulation from a statutory agency charged by law with rigorous enforcement. In practical terms, that means the usual operation of the job market is very much complicated.

The purpose and concern of the Task Force was to identify those factors which might inhibit the movement into vacant positions of people who want jobs. Such identification should lead to the action which can reduce, if not eliminate, the obstacles of employment. We have reviewed the specific demand for workers in casino-hotels and related industries, recognizing the near-monopoly situation in the initial stage of expansion and the fact that subsequent competition in future years will be of little help to those in need now. We have looked at the actual and potential number of job-seekers previously in the locality and those drawn to it by the prospect of employment. We have identified the sources of assistance to employers and job-seekers which help to overcome barriers to placement and expedite the effective functioning of the job market.

In this review, the Task Force was somewhat hampered by the lack of data that related specifically to Atlantic City and the group the Task Force has been most concerned with, the hard-core unemployed. Existing data collection systems could not provide the Task Force with the type of information necessary to identify the hard-core unemployed. The Task Force relied on prior study and experience, the input of industry representatives, the comments of area residents at a public hearing, and a survey of users of social services agencies and recipients of unemployment insurance. Data provided by the Casino Control Commission, the Departments of Labor and Industry, Community Affairs, Human Services, and Higher Education helped the Task Force better define the nature and extent of the problems in Atlantic City.

These various sources of data combined with the testimony of the Public Hearing and the results of the survey, have shown that education and training help achieve job readiness, but also that discrimination, health, housing, transportation and child care and supportive services impact on the ability of persons to enter the job market. This will particularly affect disadvantaged job-seekers who will face competition from more capable workers who are expected to move into the area and seek employment.

The Task Force feels it should be noted that there are many persons in need and already receiving assistance, for whom effective participation in the job market is neither feasible nor desirable. These individuals can and should be helped appropriately, without the limiting assumption that a job is the only or best solution for all.

Any significant reduction in the levels of structural unemployment among Atlantic City residents will require a long-term commitment and perspective. One component of any such strategy, sufficient capital investment, is already present. The other major component is the allocation and targeting of public resources to deal with the employment problems of particular groups and to strengthen the incentives for productive work. Such a targeted approach is needed to achieve major reductions in the chronic unemployment of groups that have not been provided opportunities for employment.

The Task Force has approached its work with a realistic understanding that it is not likely to discover startling new solutions to deep-rooted social and economic problems, but that it may be able to identify some policy options which are available to New Jersey's community and governmental leadership.

The Task Force would like to express its appreciation to the Department of Labor and Industry, the State Employment and Training Council and the Educational Testing Service for the staff assistance they provided to this effort. Their ability to collect and present varied and complex data in a clear and understandable fashion greatly assisted the Task Force in its formulation of the recommendations.

THE PROBLEM

Since the passage of the Casino Gambling Referendum, billions of dollars have been spent to revitalize Atlantic City. This significant investment of resources has resulted in the creation of approximately 13,000 new jobs in the Atlantic City labor market area. The residents of Atlantic City, however, have not been the primary beneficiaries of this economic expansion. Atlantic City, despite the economic expansion which has resulted from casino development, continues to experience inordinately high rates of unemployment.

OVERVIEW

Given the extent of employment opportunities in Atlantic City and the fact that demand for workers will far exceed the supply of available labor, the question is why local unemployment is so high. The answer, in part, is that there exists an imbalance between the skills demanded by employers and the skills available in the local labor force. The Atlantic City labor force, although resort and service oriented, is not used to the intense pressures, demands and pace of a 24 hour a day, year round operation and the skills possessed by the residents of Atlantic City are not of the type required by the casino industry. The Task Force is convinced that in the long-term, for most groups of local workers, this skills gap can be closed. However, in the short-term, it is likely that a highly motivated and skilled work force will be sought by the casino-hotel industry making it more difficult for the local labor force to compete for available employment opportunities.

There also exist a number of individual and situational impediments that directly affect the ability and willingness of local residents to compete and remain in the labor market. These impediments constitute artificial barriers to employment and serve to prevent or discourage persons from entering the labor market.

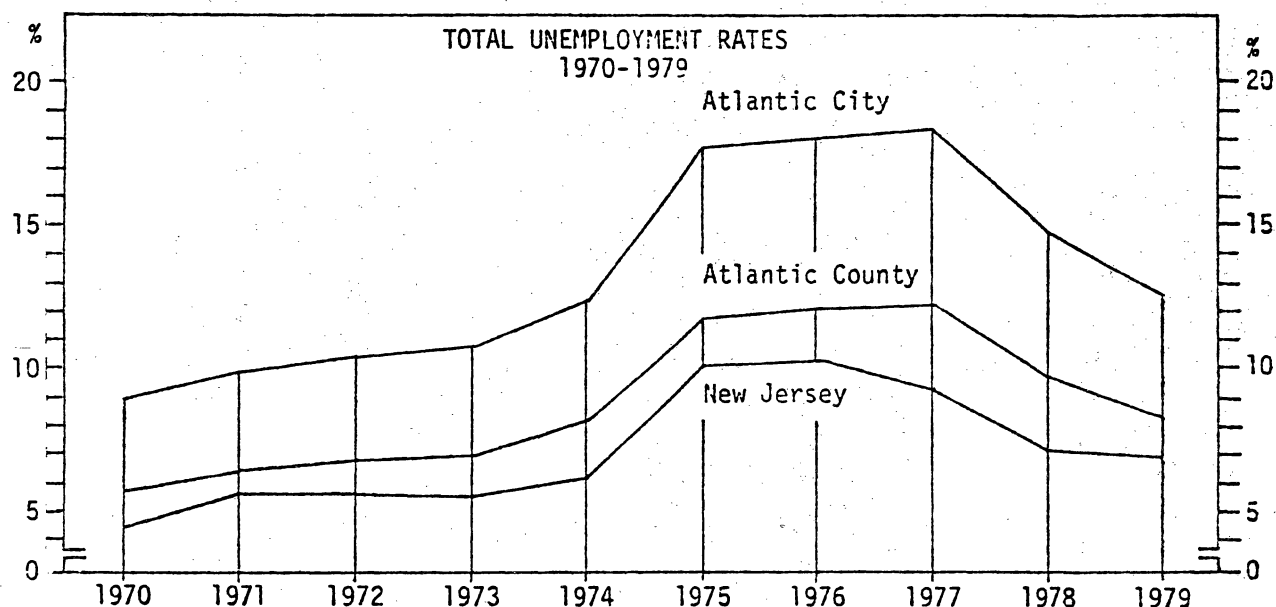
Unemployment in Atlantic City

Historically, Atlantic City has experienced higher rates of unemployment than either Atlantic County or the State. As the chart on the following page illustrates, this trend has not changed appreciably with casino development in Atlantic City. In 1979, the annual average unemployment rate among Atlantic City residents was 14.1%, far exceeding the State average of 6.9%; in February, 1980, the Atlantic City unemployment rate reached 15.5%. Atlantic City unemployment has always exceeded the state average, but with the approval of casino gambling, it was widely expected that local unemployment would be sharply reduced. This, however, has not occurred. As the chart indicates, while Atlantic City unemployment rates have declined,

UNEMPLOYMENT LEVELS

they have done so at a rate not much different from the county's and the state's. The differential between city, county and state averages has remained fairly constant.

CHART I



Source: N.J. Department of Labor and Industry, Division of Planning and Research

WHO ARE THE UNEMPLOYED

While unemployment rates are useful as global indicators of the extent of economic problems in an area, they cannot provide descriptions of individual area problems; nor do unemployment rates reflect hidden unemployment or underemployment. The Task Force consistently encountered serious difficulties in its attempts to find out about the hidden unemployed in Atlantic City because data on people who have become discouraged and given up hope of finding jobs are simply not available due to the lack of appropriate collection mechanisms. As a result, the Task Force was unable to find out who these people are, how many of them there are, where they live, or why they have abandoned their attempts to find employment.

The table that follows provides a profile of the individuals receiving unemployment benefits through the Unemployment Insurance office in Atlantic City. These figures, drawn from a sample of local office records, indicate that Atlantic City's unemployed population is similar to that of other urban areas in the state. It contains a higher proportion of males, non-whites, and persons age 45 and over. As noted, these data do not reflect persons who have withdrawn from the labor market and who are not longer seeking employment.

TABLE I

Characteristics of Individuals Claiming Unemployment Insurance Benefits

<u>Characteristics</u>	<u>New Jersey</u> <u>(October, 1979)</u>	<u>Atlantic City Residents</u> <u>(November, 1979)</u>
Total Claimants	109,000	1384
Percent	100.0%	100.0%
<u>AGE</u>		
Under 25	25.0%	17.7%
25-44	44.1	37.9
45-64	25.1	32.5
65 and over	5.8	11.9
<u>SEX</u>		
Male	54.5	66.3
Female	45.5	33.7
<u>RACE</u>		
White	78.3	53.5
Non-white	21.7	46.5

Source: N.J. Department of Labor and Industry, Division of Planning and Research

Future Economic Growth

Prospects for economic growth in Atlantic City appear bright as employment opportunities, income levels and population increase with the number of casinos. Employment has in the past been primarily seasonal in nature, but as more casinos open it will be shifting to a year-round nature and increasing sharply. There will also be increased employment as a result of the growth and development of a secondary/support business community. The anticipated growth in employment opportunities, combined with the perceived glamor and high pay of casino-related work, is expected to generate in-migration of large numbers of people seeking employment. Many of these individuals will possess many of the skills and attributes eagerly sought by all employers. This in-migration is, in fact, essential for the development and growth of Atlantic City because the local labor force is insufficient in size to support a growing casino hotel industry and the many secondary and support businesses it fosters.

FUTURE ECONOMIC
GROWTH

POTENTIAL PROBLEMS

However, this in-migration will bring with it some potentially serious problems. While much of the incoming population can be expected to be skilled and experienced, it can be assumed that a number of unskilled, inexperienced individuals will also be attracted to Atlantic City by the perceived glamor of the casino-hotel industry. Many of these less skilled individuals will be unable to find employment and are likely to increase the demand for public services while not contributing to the area's economy.

In addition, the influx of experienced workers will result in stiffer labor market competition, with available jobs going to the most qualified individuals. Persons with limited skills and abilities will not have access to higher paying, career-oriented positions. If this situation and the associated economic and social costs are to be avoided, steps must be taken to prepare today's Atlantic City residents for the available jobs and to implement institutional changes so Atlantic City residents can compete in the labor market.

If high levels of unemployment are allowed to persist, they will create a serious and unfair dilemma in that residents of Atlantic City, who must bear a major portion of the social costs for casino development, are not sharing in the prosperity it brings. The residents of Atlantic City worked hard for the passage of the referendum, despite opposition from religious and community leaders from the area and around the State. Many may have compromised their own ethical standards and supported gambling as the only way to revitalize the area and create opportunities for themselves and their neighbors.

Part of the statewide campaign for passage of the referendum was based on the premise that it would create job opportunities for Atlantic City residents, in addition to benefitting programs to assist the elderly and the handicapped. The voters of New Jersey, in approving the referendum, regardless of their motivation, endorsed this concept and made a commitment to the people of Atlantic City. Part of that commitment was to use the gaming industry as a tool to accomplish social and economic change. Actions must be taken to ensure that tool is used wisely, effectively and promptly.

THE PEOPLE

In order to understand the problem, it is necessary to examine the Atlantic City population, its problems, needs and abilities, and to determine to what extent its people constitute part of the problem. The Task Force examined the available data and found inadequate answers to these basic questions. To seek the answers the Task Force conducted a survey of unemployment insurance recipients and users of human resource agencies in Atlantic City. The Task Force also held a 12-hour public hearing to solicit comments and suggestions from the people who are most affected by the current employment and unemployment situation.

OVERVIEW

Atlantic City Today

The population of Atlantic City, contrary to the trend of growth for Atlantic County and the State, has been steadily declining since 1930. Between 1930 and 1970, the population of the State increased by 77%, while Atlantic County's population has increased by 40%. Most of Atlantic County's population increase during that time period occurred after 1950. The population of Atlantic City decreased by 28% between 1930 and 1970, most of that decrease occurring between 1960 and 1970.

POPULATION TRENDS

<u>Resident Population</u>					
<u>Year</u>	<u>New Jersey</u>	<u>Atlantic County</u>	<u>Atlantic County % of State</u>	<u>Atlantic City</u>	<u>Atlantic City % of Atlantic County</u>
1930	4,041,334	124,823	3.1%	66,198	53.0%
1940	4,160,165	124,066	3.0%	64,094	51.7%
1950	4,835,329	132,399	2.7%	61,657	46.6%
1960	6,066,782	160,880	2.7%	59,544	37.0%
1970	7,171,112	175,043	2.4%	47,859	27.3%
1978	7,349,000	189,984	2.6%	41,767	22.0%

Source: N.J. Department of Labor and Industry, Division of Planning and Research

The Task Force was somewhat frustrated in its attempt to obtain reliable data on the demographic characteristics of the Atlantic City population. Available Census data are out-of-date and the representation of groups in today's Atlantic City population cannot be accurately determined. The table on the following page presents an overview of the County's population compared to that of the state. These data indicate that the

POPULATION CHARACTERISTICS

County population has a slightly higher representation of minorities, women and persons aged 65 and over. It can be assumed that if data for Atlantic City were available, they would reflect even higher proportions of these groups.

TABLE II

<u>Characteristics</u>	<u>Atlantic County Number</u>	<u>% of Total</u>	<u>New Jersey State- wide % of Total</u>
Total Resident Population	190,555	100.0%	100.0%
Male	89,355	46.9	48.2
Female	101,200	53.1	51.8
White	154,938	81.3	86.8
Non-White	35,617	18.7	13.2
Age under 20	60,407	31.7	33.0
Age 20-44	57,062	29.9	33.5
Age 45-64	42,941	22.5	22.9
Age 65+	30,145	15.8	10.6

INCOME

Income indicators show that per capita income (not adjusted for inflation) in both Atlantic County and New Jersey increased by 117% between 1969 and 1977. However, per capita income levels in Atlantic County have consistently been lower than those recorded for the state. In 1977, per capita income for Atlantic County was only 83.2% of the statewide average. Atlantic City's per capita income was among the lowest of all the municipalities in Atlantic County. In 1975, the latest date for which data are available, Atlantic City's per capita income level of \$3,952 was only 85% of the per capita income level recorded for the county.

Atlantic City TomorrowPOPULATION
PROJECTIONS

Projections for future population growth in Atlantic City show the above stated trend reversing. Population increases which greatly exceed projected growth rates for the state are anticipated for both the City and the County. Two sets of such projections are available. Economic Research Associates (ERA) developed population projections for Atlantic City and Atlantic County for the Atlantic City Housing Authority and Urban Redevelopment Agency. ERA based their projections on an estimate of 26 casino hotels in operation by 1990 with 20 of these being completed by 1985. The N.J. Department of Labor and Industry (L&I) also developed population projections for the State and its Counties. The projections for Atlantic County

were based on a more conservative assumption of 13 operating casino hotels by 1990. The following table presents those projections.

TABLE III

Resident Population Projections

<u>Year</u>	<u>New Jersey</u> (L&I)	<u>Atlantic County</u> (ERA)	<u>Atlantic County</u> (L&I)	<u>Atlantic City</u> (ERA)
1980	7,411,000	213,100	207,800	42,600
1985	7,852,000	312,700	274,800	59,400
1990	8,232,000	396,500	306,200	75,000
1995	8,643,000	N/E*	317,800	N/E*
2000	9,007,000	N/E*	326,500	N/E*

*No estimate

This table shows that Atlantic City's population is expected to increase by 76% from an estimated 42,600 in 1980 to 75,000 in 1990. The County's population is expected to increase by between 47% (L&I) and 86% (ERA) during the same period. The State's population is expected to increase by only 11% between 1980 and 1990. It should be noted that the size of Atlantic City's and Atlantic County's future population will be highly dependent upon housing and transportation policies which are still being formulated.

The table below presents household income data for 1975 to 1990 for Atlantic County. Data for 1975 were obtained from a study by the Rutgers University Urban Design Studio. Projections for 1980, 1985 and 1990 are from the Economic Research Associates study.

INCOME
PROJECTIONSTable IVNumber of Households - Atlantic County

<u>Income Range</u>	<u>1975</u>	<u>%</u>	<u>1980*</u>	<u>%</u>	<u>1985*</u>	<u>%</u>	<u>1990*</u>	<u>%</u>
\$ 9,999 or less	24,830	38.2	30,530	40.7	37,040	33.6	41,270	30.5
\$10,000-14,999	11,830	18.2	15,520	20.7	25,800	23.4	32,470	24.0
\$15,000-24,999	15,925	24.5	16,120	21.5	27,010	24.5	33,960	25.1
\$25,000 or more	12,415	19.1	12,830	17.1	20,400	18.5	27,600	20.4
Total:	65,000		75,000		110,250		135,300	

(*Projections not adjusted for inflation)

The relative number of high income households is expected to increase between 1975 and 1990 primarily as a result of casino development activities. However, while the relative number of households with income under \$10,000 is expected to decrease considerably between 1980 and 1990, the absolute number of such households is actually expected to increase by 35% from 30,530 in 1980 to 41,270 in 1990.

This 35% increase in the number of lower income families is one of the most telling and troublesome statistics the Task Force encountered. While casino expansion, in relative terms, is likely to improve the overall economic climate and standard of living in the Atlantic County area, the actual number of individuals in need of social services is likely to increase, thereby placing a greater strain on existing area social service systems.

Human Aspect

HUMAN IMPACT

The above statistics do not detail the impact and cost of prolonged unemployment on the people affected. This cost is in terms of foregone income, lost skills, lowered self-esteem, and general damage to physical and emotional well-being.

The Task Force, through the public hearing and its survey, attempted to find out why the unemployed of Atlantic City have been unable to secure and retain employment. From this input a composite of four Atlantic City residents can be developed that fairly represents a profile of persons who are unemployed or underemployed.

- Mr. Jones, 43, has been working in the Atlantic City hotel industry for 15 years, and is currently a Reservations Manager. The "normal" work year for Mr. Jones extends from May 1st to September 30th. During this period, Mr. Jones earns approximately \$300 per week. From October 1st to April 30th, Mr. Jones is eligible for and receives unemployment insurance benefits of \$119 per week. Mr. Jones has adjusted his life style to this work pattern and income level (including unemployment compensation) and has no interest in obtaining full-time work during the off-season. He works periodically as a handyman and takes payment in cash.
- Mr. Smith, 24, has been working year-round as a short-order cook in a luncheonette in Atlantic City. Mr. Smith, a high school dropout with a minor police record, earns \$150 per week. Mr. Smith supported the Casino Gambling Referendum, expecting that it would offer him the opportunity to secure employment that

would take him out of the kitchen and provide career potential. Attracted by the glamorous atmosphere and stories of high earnings, Mr. Smith wants to become a dealer but he is unaware of the regulations and procedures to be followed to meet his goal.

- Ms. Doe, 33, is an unmarried mother of four children, ages 3, 6, 12 and 17. Ms. Doe has been receiving Aid to Families with Dependent Children (AFDC) for eight years, and has had no significant or steady work experience since she was a teenager. Ms. Doe has decided that she wants to work full-time now that her children are older. Ms. Doe is not, however, interested in working in the casinos. She does not want to work in a "back of the house" hotel position because her parents and grandparents worked there and she wants something better for herself. Ms. Doe is not afraid of hard work and because of the increased levels of construction and high rates of pay, she is interested in construction work.
- Mr. Brown, 65, owns his own home and has lived in the Atlantic City area all of his life. He and his wife currently receive \$400 per month in Social Security benefits and another \$150 per month as a pension from the Widget Company, where he worked 25 years until it closed five (5) years ago. Since then he has been unemployed, although he has actively looked for work. A skilled journeyman machinist and machine tool repairman, he supported the Casino Gambling Referendum because he expected it to benefit him and the Atlantic City area. Since the passage of the Referendum, his property taxes and sewer rents have increased considerably, as have his costs for home heating oil and other essentials. He has found it difficult to find employment in his craft, a fact he attributes to his age. His savings have already been eroded, he fears that he and his wife will have to sell their house and either move into an apartment or live with their children unless his economic condition improves quickly.

These four Atlantic City residents either have some direct attachment to the labor market or are sufficiently motivated to seek employment or better employment opportunities, and do not constitute the people who are, perhaps, unemployable.

Barriers to Employment

The question can again be asked, "Given the available opportunities, why does unemployment remain high?" Part of the answer can be attributed to artificial impediments that serve as effective barriers to employment. These impediments can be

ARTIFICIAL
BARRIERS

classified as either individual or situational and were identified and highlighted in the public hearing and the survey.

The individual barriers to employment are those which relate directly to the person and his or her ability to undertake and successfully maintain employment. They include: lack of basic educational skills, lack of direct job related skills, lack of work experience, inadequate orientation to the world of work, and poor health.

EDUCATIONAL SKILLS

Basic educational skills are necessary for every job. Nationwide surveys indicate that the lack of basic skills in reading and computation may be one of the major barriers associated with structural or chronic unemployment. The vast majority of occupational opportunities in Atlantic City, especially those which are construction or casino related, require varying levels of computation and reading ability. For persons without these basic skills, job opportunities are extremely limited.

Every job requires certain fundamental, job-related skills and abilities. In many instances, job training and skill development is necessary to prepare individuals for a job. This is especially true among the chronically or long-term unemployed. The unemployment insurance claimants surveyed by Task Force staff acknowledged the importance of occupational training. When asked what was most needed for local people to get a job in the casinos, 39% identified training as the major need. Other responses were as follows: local people can get jobs in casinos with no difficulty (18%); local people have difficulty getting jobs in casinos (22%); local people can get jobs in casinos if they know the right people (21%). (This is discussed in greater detail in Appendix II)

WORK EXPERIENCE

Direct work experience in an identical or similar employment situation is sought by most employers. If experienced workers in a particular occupation are not available, employers will turn to persons with work experience that is similar in nature or that demonstrates certain abilities. While local work force experience in direct casino operations is limited, other occupations such as bank tellers provide somewhat related experience. The rapid pace of new construction has created a huge demand for construction workers. Because of the previously relatively low level of construction in Atlantic City there is an inadequate local supply of experienced construction workers. As a result, large numbers of construction workers from other parts of the state and region have been imported.

The orientation of an individual toward work and employment is also an important factor. Individuals who have been separated from the labor market for extended periods of time are likely to require re-orientation to the demands, requirements and pressures of the world of work, especially, as in Atlantic City, when individuals have become accustomed to seasonal employment and year-round employment suddenly becomes the norm. In the survey, 38% of the respondents who were recipients of unemployment insurance indicated that their last job was seasonal in nature. Furthermore, sixteen percent (16%) indicated a preference for seasonal work. These results may be understated since the survey was taken in the unemployment office.

WORK ORIENTATION

The overall health and appearance of an individual is another factor in his or her ability to secure employment. A person suffering from physical or emotional disorders will have difficulty functioning successfully in the labor market. This is especially true in the casino-hotel industry, where the job pressures are great, are accompanied by physical and emotional stress, and appearance is important.

PHYSICAL/EMOTIONAL WELL-BEING

Situational barriers are those external factors over which the individual has no control, but which affect his or her ability to enter and remain in the competitive labor market. They include transportation, housing, family care, labor exchange, discrimination, legislative, and categorical barriers.

The inability to obtain transportation to and from work can often prevent an individual from seeking or obtaining employment. Persons testifying at the public hearing reported that public transportation in and around Atlantic City is inadequate, and mass transportation into Atlantic City is almost non-existent. This lack greatly restricts the employability of area residents unless they own a private vehicle. Sharply higher fuel and operating costs threaten even that avenue.

TRANSPOR- TATION

If Atlantic City is to attract and maintain a stable resident work force, adequate housing must be provided. In the Task Force survey, housing was identified as the greatest need in Atlantic City. This view was reinforced by those who testified at the public hearing. According to information compiled by the Legislative Oversight Committee, there has been a steady decline in the number of Atlantic City housing units, and at least 25% of the housing stock can be considered sub-standard. In 1960, 24,753 units were available; in 1978, an estimated 19,500 units were available, a decline of 21%. Housing is also a problem in Atlantic County and expected to become more severe as casino expansion continues.

HOUSING

In Atlantic City and the surrounding areas, many residents must care for elderly relatives or young children. Because of the lack of family care facilities, these individuals are

FAMILY CARE

unable to enter the labor market. The majority of these persons are single mothers with young children. Area residents and a representative of the Department of Human Services testified at the public hearing that the primary limitation to the Atlantic County Work Incentive Program (WIN) was the lack of child care facilities, especially in Atlantic City. As of November, 1979, 7,089 adults were receiving AFDC in Atlantic County, 49.3% of them in Atlantic City; 88.6% of total AFDC recipients were women. Of these women, 86% were under the age of 44, with 28.5% under the age of 24. Given the growth of employment opportunities in Atlantic City and the casino industry's need for female workers, the demand for child care services would appear to be high.

LABOR EXCHANGE

The growth and specialized nature of employment opportunities in Atlantic City has confused the functioning of the local labor exchange. At the public hearing, many Atlantic City residents reported difficulty in learning about casino and casino-related employment opportunities and their job requirements. Public and private employment agencies are recruiting for various levels of casino-related employment and the casinos themselves are recruiting individuals. But there is little or no information readily available to the general public regarding employment, career opportunities and salaries of casino jobs. Confusion also abounds over the casino employee licensing process. This confusion can have an intimidating effect on persons who are unfamiliar with job search and application procedures, and has the ultimate effect of discouraging them from seeking employment.

DISCRIMI- NATION

Despite the number of state and federal laws and regulations prohibiting discrimination, it unfortunately persists. Under the provisions of the Casino Control Act, the casino industry and its contractors are required to establish and adhere to affirmative action plans for the recruitment and hiring of minorities and women. Available employment data for the casino hotels indicate that the casinos are attempting to comply with affirmative action regulations calling for 40% female and 20% minority representation in their work force. In the construction industry, however, compliance with affirmative action guidelines is lagging far behind established goals. Representation of women and minorities in nearly all the building trades is well below the 20% minority and 3.2% female representation goals. The Casino Control Commission is charged with monitoring and enforcing the affirmative action regulations. No positive programs or initiatives have been developed to ensure full access to employment opportunities by older workers.

LAWS AND REGULATIONS

Although unintentional, the impact of many state and federal laws and regulations is often to restrict or discourage individuals from seeking employment. Legislative and administrative provisions, while enacted to protect the rights of one

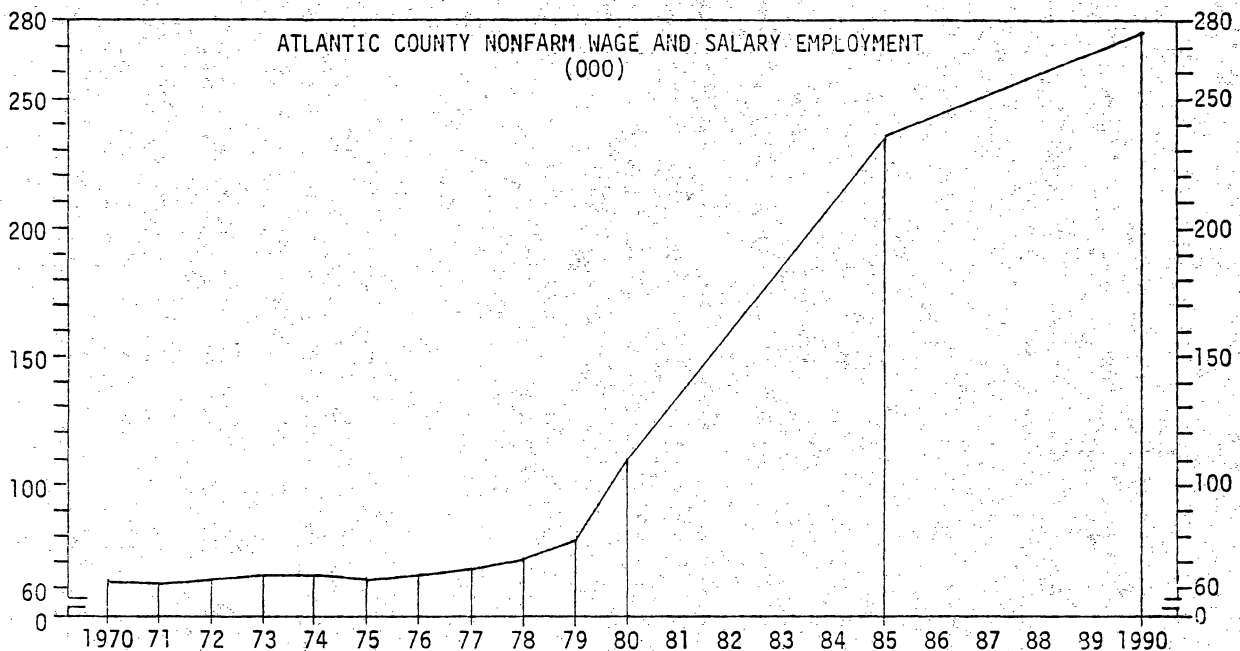
class of individual or segment of society, can often infringe on the rights of other groups. For example, provisions of the Casino Control Act, enacted to ensure the integrity of the casino operation, restrict the ability of persons convicted of certain offenses to secure casino related employment. To collect what it considers relevant background data for casino employees, the Casino Control Commission has developed an extensive license application form that can be very intimidating and may discourage many persons from applying for licenses. Other public programs also include provisions that may in fact be disincentives to individuals seeking employment. The State Unemployment Insurance Compensation Law allows workers to collect unemployment insurance when laid off or separated from clearly seasonal employment. The current provisions related to the administration of the State's portion of the AFDC programs provide for the elimination of Medicaid benefits once AFDC recipients reach a certain earnings level.

Finally, the human service delivery system consists of many single purpose programs. The lack of effective coordination between programs at the same or different levels of government limits the effectiveness of these programs in meeting the needs of individuals. While the human resource delivery system consists of a fragmented array of one dimensional programs with one dimensional goals, the individuals served by these programs have complex multi-faceted needs and problems which are not amenable to one dimensional solutions. Public programs exist to alleviate most of the barriers which have been discussed in this section. Mechanisms for coordination of activities between these programs, however, were found to be inadequate.

CONFLICT AMONG
PROGRAMS

THE JOBS

Employment in and around the Atlantic City labor market area has experienced significant growth since the passage of the Casino Gambling Referendum in November, 1976, with even more rapid growth projected for the future. Based on projections developed by Economic Research Associates, Atlantic County employment is projected to grow by 114% between 1980 and 1985, to 235,400 jobs. Between 1985 and 1990, employment is projected to expand by an additional 17%.

CHART II

Source: Data for 1970-1979 - N.J. Department of Labor and Industry, Division of Planning and Research; Projections for 1980, 1985, 1990 - Economic Research Associates.

Employment Growth

The majority of employment growth to date has taken place in the construction and services sectors, both directly related to casino development. Given the early stages of casino development, the anticipated growth of the secondary and support industries has not yet taken place. It is reported by local merchants and public officials that skilled employees are leaving their current jobs to take positions in the casino industry. The result is that the number of job vacancies in the non-casino employment area is increasing as more casino development takes place, increasing the total number of job vacancies. The following table presents the industrial composition of private sector jobs between 1970 and 1979 for both Atlantic City and Atlantic County.

EMPLOYMENT GROWTH

TABLE V
INDUSTRIAL COMPOSITION OF PRIVATE SECTOR JOBS, 1976-1979
(September of each year)

	Atlantic City			Atlantic County		
	1976	1979	Change 1976-79	1976	1979	Change 1976-79
Services (casinos included)	10,292	17,978	+ 7,686	16,444	25,339	+ 8,895
Construction	656	2,726	+ 2,070	2,797	5,786	+ 2,989
Transportation	350	513	+ 161	1,035	1,239	+ 204
Utilities	704	835	+ 131	2,092	2,509	+ 417
Finance, Insurance, Real Estate	1,307	1,343	+ 36	4,180	4,806	+ 626
Manufacturing	1,518	1,045	- 473	8,878	8,864	- 14
Trade	7,757	7,023	- 734	19,858	19,988	+ 130
Other	15	12	- 3	262	2,000	+ 1,738
Total	22,601	31,475	+ 8,874	55,546	70,531	+14,985

Source: New Jersey Department of Labor and Industry
Division of Planning and Research

The table above shows that Atlantic City's employment has increased by 39.3% since 1976. However, care must be taken in interpreting the data in that almost all of this growth occurred in the past year, 1979, and is directly related to casinos, with employment in the services sector increasing by 75% since 1976 and construction employment increasing by 315% since

1976. As further evidence of this trend, the table below shows that Atlantic City's share of total covered employment in Atlantic County steadily decreased between 1970 and 1978 before increasing sharply between 1978 and 1979.

TABLE VI
Private Sector Covered Jobs, 1970-1978
(September of each year)

<u>Year</u>	<u>Atlantic County</u>	<u>Atlantic City</u>	<u>City as % of County</u>
1970	51,581	25,069	48.6
1971	50,053	24,138	48.2
1972	54,914	25,459	46.4
1973	55,626	25,148	45.2
1974	55,557	24,005	43.2
1975	51,803	22,039	42.5
1976	55,546	22,601	40.7
1977	54,441	21,453	39.4
1978	61,369	24,046	39.2
1979	70,531	31,475	44.6

Source: New Jersey Department of Labor and Industry
Division of Planning and Research

Casino Related Employment

CASINO RELATED EMPLOYMENT

The focus on employment in Atlantic City is directed at casino related employment in construction and/or operation of casinos/hotels. The attraction of these jobs are the high salaries reported in the media and the perceived glamor of working in a casino. At the public hearing, however, area residents complained that workers were being imported from other areas for construction jobs and casino employment while the local labor force sat idle, although the Task Force could find no evidence to support or disprove this claim.

CONSTRUCTION

Construction is currently taking place on 12 casino sites, providing a large number of jobs. Jobs are available in all areas of the building trades at the apprentice and journey person level. Based on the latest information available to the Task Force (April, 1979), there were a total of 11,974 worker weeks recorded at 7 construction sites. With an increase in construction sites and further development of each facility, it can be assumed this figure has since increased significantly. Of the April, 1979 total, 10% of all worker weeks were recorded for apprentices, the remainder for journeyworkers. (This is discussed in greater detail in Appendix III.)

The perception of the glamorous environment of casino related employment tends to obscure the fact that the jobs are skilled and very demanding, placing the individual under unusual and intense pressures. Functioning successfully as a dealer requires: quick computational skills, to determine winners and losers and to calculate pay-offs; excellent hand-eye coordination; constant concentration and observation of the players and surrounding spectators; and physical stamina to remain in one position for prolonged periods of time. In addition, pleasant appearance and strong social/interpersonal skills are necessary to attract and encourage individuals to gamble.

Gaming related employees work 10 hour shifts with varied work day schedules over a 20 hour per day, 7 days per week operation. These shifts can disrupt personal, family and community relationships, creating intense pressures upon the workers and their families. Part-time work and flexible hours are not available.

As reported to the Task Force, "dealing" can become very mechanical and, in fact, boring. Although dealers are given a 20 minute break per hour, the combination of intense pressure and responsibility, boredom and physical strain can have a detrimental effect on the emotional and physical well-being of the worker. Casino operators report that because of the pressures, demands and unusual nature of gaming-related employment, the "burn-out" rate for employees on the floor of the casino is very high.

Hotel, restaurant and support services account for 85% of the total employment of a casino hotel facility. These and other "back of the house" jobs are similar if not identical to resort related jobs in existing Atlantic City before casino gambling, although they are now on a year-round basis and a 24 hour per day schedule. Because of the high standards imposed by the casino hotel operators, these jobs also bring with them pressures and demands similar to those experienced by gaming employees. Information made available to the Task Force indicates that the wage level for these positions is similar to wages paid for like jobs in non-casino hotels.

Labor Market Exchange

Residents testifying at the public hearing reported a lack of readily available information as to employment and career opportunities available in the casino hotel industry. It has been suggested that one reason so many persons are seeking positions as dealers is that these are the most visible positions and the best known to the general public. There also appears to be widespread confusion about and ignorance of the experience and skill requirements of many casino hotel positions. Some residents claimed they were given the "run-around" when they made inquiries about available positions.

LABOR MARKET
EXCHANGE

Casino operators reported to the Task Force that they have experienced high rates of employee turnover and absenteeism, especially in the lower level back-of-the-house positions. Although these claims were not verified by the Task Force, they report the majority of this problem is among workers drawn from the local labor force. Operators claim they have been forced to overstaff and use extensive overtime at a high cost. One casino operator reported a 23% absenteeism rate for cocktail waitresses on weekends. Based on current employment levels, twice as many employees are required to operate an Atlantic City casino as a casino in Las Vegas.

WORKER AVAILABILITY

The problems reported by local employers (recruiting and retraining skilled employees) and the local labor force (finding out about available opportunities and skill requirements) highlight the importance of the labor exchange function. Without proper attention to recruitment, screening and training efforts, high turnover and absenteeism costs will continue to plague employers and local residents will continue to experience high levels of frustration. If the labor exchange function is properly developed and managed, employers may find that many of the problems they attribute to worker attitude may be attributable instead to demands of rigid work schedules, unscheduled overtime, and personal or family commitments and responsibilities.

Three factors seem to add strain to the relationship between casino operators and the local labor force. First, casino operators perceive a poor work attitude on the part of the local labor force toward the demands of the casino hotel. Second, casino operators perceive a preference by the local labor force for seasonal employment over full time, year-round employment. Finally, there is a shortage in the local labor force of the skills and abilities necessary to satisfy the casino hotel demand for skilled labor. For this reason, experienced workers have been brought in from other parts of the state and nation.

For the mutual benefit of the employers and prospective employees, it is essential that there be a clear understanding of the opportunities that exist, experience requirements, licensing or educational requirements, performance expectations, and support services available. Increased awareness of available support services could serve to reduce absenteeism and turnover. The unusual nature and demands of the casino hotel industry require that special attention be given to the recruitment, screening, hiring and training functions.

The casino hotel industry has experienced rapid growth, requiring rapid response and growth of the personnel function. The pressures to hire staff and begin operations hampered the personnel operation's familiarization with the characteristics

and needs of the local labor force, and perhaps kept it from considering alternative work schedules and job structuring that could increase local resident participation in the casino work force. Reliable data were not available to the Task Force regarding the representation of Atlantic City residents in the casino hotel work force.

Each casino hotel has approached recruitment, screening and training very differently. Two casinos conducted their own recruitment and screening, while two others relied on the New Jersey Employment Service. Some casinos have worked with public employment and training programs, through CETA and Atlantic County College, to develop and utilize existing expertise and facilities for training their work forces. Other casino hotels preferred to develop in-house training programs for new employees. These programs are job and task related and do not address broader worker attitude and orientation problems.

The labor exchange function and sensitivity to local labor force needs will gain importance as more casinos open and the competition for experienced employees intensifies. This may require the restructuring of jobs, the revision of work schedules and the expansion of fringe benefits.

THE PROBLEM REVISITED

OVERVIEW

The preceding sections of this report, *The Problem, The People and The Jobs*, have attempted to define broadly the nature of employment and unemployment in Atlantic City. Many of the issues and problems affecting one side of the labor market also affect the other side, and often in opposing fashion. Re-examining these issues reveals they are clearly related and can be incorporated into broad policy issues. Grouping these issues by policy areas will serve to clarify the relationship and common interest shared by the residents and employers of Atlantic City.

Information Collection, Analysis and Dissemination

BACKGROUND

Throughout the course of its study, the Task Force found that the lack of sufficient information represented a recurring problem and concern to all groups (the public sector, the private sector and the people) with an interest in the growth and development of Atlantic City and the surrounding communities. Part of the problem can be traced to inadequate data collection efforts which do not or cannot produce the information necessary to provide an overview of the impact of casino gambling on the area. Also contributing to this problem were apparently limited efforts to disseminate available data and inform the general public as to what has been and is taking place in the Atlantic City area. Lacking complete and accurate information and widespread publication of that information, it will be difficult to monitor effectively the social and economic impact of casino gambling. Lack of concrete data will continue to allow charges, assertions and allegations based on misinformation to go unsubstantiated or unrefuted.

Detailed and up-to-date data were not available on the characteristics of the Atlantic City population, the skill levels of the local labor force and the migration and commutation patterns of area residents. This lack of data severely hampered the Task Force's ability to identify who the unemployed are in Atlantic City, why they are unemployed and what is required to enable them to become employable.

DATA COLLECTION

Many of the existing data collection mechanisms now in place cannot provide the level of detail necessary to plan and deliver services to those groups most in need and to monitor accurately the impact of casino gambling. These mechanisms cannot produce data on the city or municipal level where the need for accurate information is greatest. Any attempts to collect this data from existing systems must be based on census data and then adjusted for comparison ratios that exist between the city and the county at that point in time. As the population of Atlantic City grows, these

ratios will change and the resulting information will be outdated. The Task Force considers it essential to establish special data collection mechanisms necessary to capture the changing character and needs of Atlantic City on a regular basis.

The absence of such information will also directly affect the ability of local and state agencies to plan for and deliver the appropriate services at adequate levels, and prohibit effective monitoring of the implementation of the Casino Control Act by the Executive and Legislative branches of government and by the citizens of New Jersey. It will also affect the ability of these agencies to provide adequate services to persons relocating to Atlantic City because of employment opportunities. As indicated earlier in this report, rapid expansion and growth in population is expected to increase sharply, bringing with it increased demand for services. These services include education, employment and training, housing, health care and other support and municipal services.

DATA
ANALYSIS

The lack of accurate information will also affect the ability of incoming businesses to determine what portion of their work force can be drawn from the local labor force and what training efforts are necessary to meet the employer's skill requirements. The lack of data on the area population and skill levels of the labor force may lead employers to make inappropriate and inaccurate assumptions about the quality of the local labor force, causing them to seek employees from elsewhere without giving local residents an equal opportunity to compete.

Complete and accurate information on employment opportunities (casino and non-casino related) and the experience and salary requirements of those positions is not available to the general public in any centralized location. This complicates and confuses the efficient functioning of the labor exchange function and prevents individuals from making informed career decisions.

DISSEMI-
NATION

The absence of a common career information dissemination mechanism leads to a great deal of misinformation regarding employment opportunities, hiring practices and background requirements established by the casinos or the Casino Control Commission. "Word of mouth" can communicate erroneous information and serve to discourage people from seeking employment. Some casinos registered employment opportunities with the New Jersey Employment Service, while others did not. Even where the Employment Service functioned as the exclusive recruitment and screening agent, it was not able to provide applicants with full information on background requirements and growth opportunities within the casino hotel industry.

The testimony at the public hearing, the survey results and the comments of casino operators all underscored the need for employment, training and other supportive services to allow persons who wish to work be able to seek such work. Many residents indicated their belief that if they received training they would be able to secure employment, especially in the casino industry. However, many persons claimed they were not aware that such services were available nor did they know where they could be obtained. The Task Force heard no complaints that persons who sought out training services were denied them. Based on information made available to the Task Force, the services provided by local training and education agencies appear to be adequate. The major problem appears to be in communicating the availability of services to area residents.

A similar concern focuses on the public's understanding of the need for casino hotel employees to be licensed by the Casino Control Commission. Little information was made available to the general public regarding the requirements for a background investigation, the issues that affect eventual licensure and the licensing process itself. At the public hearing, the Task Force saw the negative influence and impact that misinformation can have on persons who are unaware of the full reasons for certain requirements. A number of people indicated their reluctance and refusal to file an application for a casino hotel employee license, merely because they assumed they would not qualify.

The absence of information and the limited dissemination mechanisms help to perpetuate myths surrounding the casino industry and employment in it, and allows complaints and charges to go unsubstantiated or unrefuted. This lack of information clearly affects the public's attitudes and actions toward the industry, the Casino Control Commission and other groups and agencies associated with the industry.

Artificial Employment Barriers

BACKGROUND

The Task Force found that there are a number of statutory and administrative policies and programs whose impact, although not intent, is to restrict or discourage persons from seeking or obtaining employment. While the Task Force could not address itself to all the contradictory and restrictive laws and policies, the most obvious and most relevant, given the charge of the Task Force and the labor market of Atlantic City, relate to casino employment and the employment disincentives of certain public programs.

The Casino Control Act (P.L. 1977, c.110 et seq.) requires that prior to being employed in a casino hotel, a person must be a holder of a valid employee license issued by the Casino Control Commission. Prior to the issuance of a license, an individual is required to provide extensive background information and documentation to establish his or her integrity, honesty and financial stability. The background investigation is conducted by the Division of Gaming Enforcement and includes an examination of the individual's complete financial and personal history. The intent of the investigation is to protect the public's interest and the integrity of the gambling function from undesirable characters.

The licensing process, prescribed by the legislation and implemented by the Casino Control Commission, may serve as a discouragement to persons seeking casino related employment. Many persons testifying at the public hearing objected to the tone of the Personal History Disclosure forms (application for casino hotel employment), indicating they felt they were being forced to prove their honesty and integrity, in contradiction to a basic premise of American justice, that an individual is innocent until proven guilty.

LICENSING PROCESS

The delays involved in the completion of the background investigation and issuance of a license were well publicized and not an original concern of the Task Force. However, these delays are, in fact, a barrier to employment in that persons cannot secure employment until an employee license is granted. Recent correspondence between the Division of Gaming Enforcement and an applicant, made available to the Task Force, indicates the licensing process can take up to a year to complete. This delay obviously affects a person's ability to seek casino related employment and makes long-term career planning difficult. In testimony before the Assembly Oversight Committee, the Director of the Division of Gaming Enforcement acknowledged a problem with licensing delays but reported that efforts were underway to resolve the problem.

It should be noted that P.L.1979, c.282, an amendment to the Casino Control Act, allows temporary licenses to be issued to key casino employees, non-gaming employees on the casino floor, and casino hotel employees. These temporary licenses are valid for a six-month period and can be renewed for an additional six-month period. The temporary employee license enables the casino hotel to hire non-gaming related personnel required for the continuing operations of the casino prior to the completion of the background investigation. Persons seeking gaming related positions must await completion of the full background investigation.

The members of the Task Force reviewed the Personal History Disclosure Forms and agreed that they may constitute a significant barrier to employment. The forms, especially for casino related employment, are complex, lengthy and require a great deal of time to complete. A Task Force member, with staff assistance, required 11 hours to complete the application. The intimidating appearance and language of the form may inhibit persons from attempting to complete them, especially those with limited language skills. Some of the information requested on the application was considered by Task Force members to be irrelevant and perhaps unconstitutional, infringing not only on the rights of the applicant, but on the rights of their families and associates who may also be investigated.

AFFIRM-
ATIVE
ACTION

The Casino Control Commission, as authorized by law, has established affirmative action goals for the casino hotel industry and casino construction contractors for the representation of minorities and women in their work forces. The Casino Control Commission is empowered to impose sanctions on employers not adhering to these goals. Data made available to the Task Force indicate that minority and female representation on casino construction sites is well below the established goals. The Task Force considers this to be an area in need of special attention. The demand for construction workers can be expected to remain strong in the near future if casino hotel expansion continues and the development of the Atlantic City region takes place. If minorities and women, especially those residing in the Atlantic City area, are to benefit from these well paying opportunities, they must have access to existing construction jobs. The Task Force recognize that there exists a shortage of the necessary skills among minorities and women in the local labor force, but believes this shortage can be overcome through aggressive recruitment and training efforts.

Future Growth and Development

BACKGROUND

The advent of casino gambling will result in a significant increase in the population of Atlantic City and the surrounding area. The sharp increase in the population will bring with it a dramatic increase in the demand for public services including education, transportation, social services, police and fire protection and other municipal services. In addition, it can reasonably be expected that the need for housing to meet existing and future demand will sharply increase prices in areas where the supply of housing is already limited. Furthermore, the anticipated growth and development of the area will have a major impact on, and be impacted by, the region's environmental balance. Development of the greater Atlantic City area will be shaped, in part, by policies related to coastal and Pinelands development, air quality and sewer and water capacity.

The Task Force believes these issues are critical in that they will affect the overall quality of life of persons living and working in the greater Atlantic City area. Much of the impact of casino gambling, both positive and negative, will be felt by communities surrounding Atlantic City. The Task Force believes that these critical development issues are beyond the ability of any one unit of government to deal with effectively and completely. Decisions made in Atlantic City will affect Margate, Ventnor and Pleasantville. Many of the services and development decisions will come directly from the State of New Jersey or will be supported with state appropriations.

PUBLIC
SECTOR
RESPONSI-
BILITY

The local Atlantic City government has been working to ensure that all development within Atlantic City proceeds with the best interests of the community in mind. However, the Task Force saw no clear evidence of any coordinated or regional approach to development as it affects outlying communities, the remainder of Atlantic County and other counties in the South Jersey area. While the Casino Control Commission recently held hearings on the impact of casino gambling in the greater Atlantic City area, the legislated mandate of the Commission is to regulate and monitor the casino industry, a responsibility that requires the commitment and dedication of all the Commission's available resources. The Governor's Cabinet Committee on Atlantic City, established by Governor Byrne to focus the resources of the State on the needs of Atlantic City, has no direct local participation, has limited resources and can only assume an advisory role in local development matters.

Since the demand for and scope of public services can be expected to increase, there should be a fundamental re-examination of public programs and services most utilized by residents of the Atlantic City area. Many of these programs provide income and support to individuals who are not participating or competing in the labor market, whether by reason of temporary layoff, a lack of skills or family obligations. The programs most often cited before the Task Force include Unemployment Insurance (UI) and Aid to Families with Dependent Children (AFDC). While these programs extend much needed services and assistance to participants, certain statutory, administrative or policy provisions associated with these programs unintentionally create disincentives for persons to seek attachment or reattachment to the labor market.

PUBLIC
SERVICES

The Atlantic City area has a historical pattern for seasonal work among its residents. Representatives of the casino industry claim this seasonal pattern and the availability of Unemployment Insurance present them with serious problems in retaining staff during the winter months, resulting in excessive costs due to overtime and overstaffing. The casino operators believe that many area residents have geared their lifestyle and earnings level to summer income plus unemployment insurance during the remainder of the year.

This claim reinforced for the Task Force the concern over the work disincentive aspects of the state's unemployment compensation system. While the Task Force did not examine this program in depth, several aspects of unemployment compensation appear to have the potential for discouraging unemployment recipients from seeking work, at least temporarily. These elements include: eligibility criteria which allow an individual to qualify for unemployment compensation after earning \$2200, which, depending upon salary level, can be achieved in a relatively short period; the formula for determining the level of unemployment compensation, which can provide a relatively high wage replacement level; vague statutory and administrative definitions of suitable work; and voluntary claimant registration with the Employment Service or other employment and training programs. These and other aspects of the unemployment compensation program in New Jersey may well encourage persons to delay seeking other employment.

A number of persons who testified before the Task Force at its public hearing were recipients of Aid to Families with Dependent Children (AFDC), administered by the Department of Human Services. This program provides income, support services and medical benefits to families headed by persons who are unable to accept employment. Under guidelines established by the Department of Human Services, AFDC support services and benefits are gradually phased out if a recipient becomes employed; the phase-out level is determined by the income earned by the recipient and a formula designed to adjust for working expenses. However, in testimony provided to the Task Force, recipients claimed the reduction in services and assistance occurs at relatively low income levels. After taxes and health and child care expenses are deducted, the remaining income barely exceeds AFDC benefits. For many persons, the added pressures and demands of working may not be justified by slight differential in income provided by working. Many persons who may not value the importance of work and the work ethic, may opt to continue receiving AFDC benefits instead of seeking employment.

PRIVATE
SECTOR
RESPONSI-
BILITY

Because of the size of its investment and the number of people it now employs and will eventually employ, the casino industry will be a major factor in the growth of Atlantic City and a large portion of South Jersey area. In light of the fact the voters authorized the casino industry to operate in Atlantic City, the Task Force believes the industry has a special responsibility to see that development takes place in an orderly fashion and in such a way as to enhance the image of Atlantic City as a good place in which to do business, to work and to live. This, the Task Force feels, is not inconsistent with the casino industry's overall goal of profitability.

The Task Force has seen evidence that individual casinos are making a commitment to Atlantic City and its residents. These are worthwhile and positive initiatives, but have not been adopted industry-wide, which the Task Force feels is most desirable and would have the most beneficial impact.

The most obvious area where the casino operators could have a positive influence is in extending more employment opportunities to residents of Atlantic City. The commitment of the casino industry to provide employment opportunities for Atlantic City residents appears to this Task Force to be limited. Although employers, primarily casino operators, report efforts to recruit and retain workers from the local labor force, they claim that these workers do not possess the skills or "appropriate" work attitudes, citing high turnover, absenteeism and overtime costs.

Conversely, many area residents claim they are not given equal opportunity or consideration when applying for jobs in the casino hotels or at casino construction sites, and when they are hired they are given menial jobs. Residents also complain that casino operators and construction contractors import workers from other parts of the state or nation instead of hiring locally. The Task Force reviewed data made available by the Casino Control Commission on state residency waiver requests and on the representation of Atlantic City residents in the work force of the casino hotels as of November 1976. Based on these data, the Task Force did not consider the number of residency waivers granted by the Casino Control Commission to be excessive. In regard to the representation of pre-referendum Atlantic City residents in the casino hotel work force, the Task Force considered the sample size too small to be representative. The fact that residents' claims could not be easily substantiated or refuted highlights the need for improved collection mechanisms and wide dissemination and publication of the information. (The residency waivers are discussed in Appendix III.)

The Task Force agrees that given the volume, nature and pace of employment in Atlantic City prior to November 1976, there will be problems in orienting the work force toward year-round employment at a much higher pace and with new skill requirements. On the other hand, the casino industry has not attempted to gauge the strengths and weaknesses of the local labor force or to develop personnel practices which are sensitive to the needs of the residents. If members of the local labor force were unable to accept working conditions, "attitude" problems were cited. These "attitude" problems, however, may be related to worker availability and preparedness for the employment opportunities.

RECOMMENDATIONS

The Task Force has carefully reviewed and considered all of the materials, information and testimony presented to it during the course of its study of unemployment in Atlantic City. The Task Force has come to the conclusion that there is a serious and complex problem but that it is not insurmountable. Through the cooperation and commitment of all agencies, groups, organizations and individuals affected by the growth and development of Atlantic City, the Task Force believes the problem can be solved to the benefit of both residents and employers in Atlantic City and the surrounding communities.

The Task Force believes the State of New Jersey and the casino hotel industry have a moral obligation to the residents of Atlantic City to ensure that they share in the economic benefits casino gambling will bring to the area. Based on its review, the Task Force feels additional efforts on the part of both the State and the casino hotel industry are necessary to fulfill this commitment. The Task Force is of the opinion that meeting this moral obligation is not inconsistent with the economic goals of the casino hotel industry and that such efforts would serve to improve the entire Atlantic City community. If the recommendations set forth below are put into effect by the Governor, with the support of the Legislature, local government, the gaming industry and Atlantic City residents, it is the firm belief of the Task Force that they will contribute to the reduction of unemployment in Atlantic City and enhance the economic viability of the region, the gaming industry and area residents. If these efforts are successful, they can serve as a model for the reduction of unemployment statewide.

In its recommendations, the Task Force does not address the employment disincentive aspects of the New Jersey unemployment compensation system. The unemployment compensation system has been the subject of a number of studies by various Executive bodies, including the Unemployment Insurance Task Force and the Employment Security Council. The Legislature is currently holding public hearings on this program and it is also the subject of a number of bills now pending before the Legislature. It is the Task Force's opinion that these issues merit careful study and analysis to determine if disincentives exist, how they impact on employment, and the reforms necessary to eliminate them. Some of the factors that deserve thorough examination include: eligibility criteria; the formula for calculating the amount of unemployment benefits; and the definition of suitable work. By no means do these issues represent the only areas of the unemployment compensation system in need of reform, but there is considerable evidence suggesting that they have some relationship to work disincentives.

Information Collection, Analysis and Dissemination

RECOMMENDATION 1: THE NEW JERSEY EMPLOYMENT SERVICE SHOULD BE DESIGNATED AS THE CAREER INFORMATION CENTER FOR THE GREATER ATLANTIC CITY AREA.

The designation of the New Jersey Employment Service as the Career Information Center will consolidate all information regarding employment and training opportunities in the greater Atlantic City area and provide a primary source for disseminating employment and related information to area residents. It will provide residents with a centralized location where complete information can be obtained on employment opportunities (including construction), salary and skill requirements, and employment training and support services available through public and private agencies. The Career Information Center should also serve as one of the primary recruitment and referral mechanisms for area employment and training, social and support programs.

CAREER
INFORMATION
CENTER

The Task Force feels the Employment Service is the logical location of a Career Information Center because of its role as a central register of available employment opportunities. However, the Task Force recognizes that efforts must be undertaken to enhance the image of the Employment Service among community residents and area employers, including a relocation from its present facility. The Center should establish working agreements with local service providers as to the cooperative referral arrangements and responsibilities. The Center should also establish and maintain a relationship with the Casino Control Commission in order to have access to complete information on the employee licensing process and formal job requirements.

The Task Force is aware that a number of local agencies provide employment and training services to prepare participants for employment in the casino hotel industry and other occupational fields. The Atlantic County Manpower Division has supported job assessment and employability development services to disadvantaged residents of Atlantic County. In cooperation with the Manpower Division, Atlantic Community College has instituted a series of programs to provide participants with the education and skills necessary to secure employment in casino and non-casino industries. Programs have been established to train individuals to become dealers and slot machine mechanics, and to assist current casino hotel employees to prepare for supervisory or other casino related employment opportunities. The College also operates a Career Planning Center to help individuals identify occupational areas, including non-gaming related, for which they are best suited and in which they are most interested, and then assists the individual in developing and pursuing the career plan necessary to secure employment in

LOCAL
AGENCIES

that field. Atlantic Community College is also planning to institute a comprehensive program in culinary arts to respond to a growing demand for individuals trained in food service-related occupations. The Task Force supports all such programs and endorses the continuation and expansion of efforts to offer and provide a wide variety of training services and programs to area residents to prepare them for existing or emerging employment opportunities.

The Task Force believes the establishment of a Career Information Center would complement the services and activities of existing programs and agencies. A Career Information Center would consolidate career related information demanded by area residents and, it is hoped, encourage better services to the public.

It should be noted that no individual appearing before the Task Force reported being denied services, or claimed that services were not available or of poor quality. The Task Force did find that training services were unavailable for the building trades occupations. The Task Force was advised that efforts are underway among state, local and labor officials to implement a comprehensive apprenticeship training program to prepare area residents for positions as apprentices in the construction trades. The Task Force believes these efforts should receive top priority support from groups involved.

REGIONAL COORDINATION

The Task Force feels it is of vital importance that delivery of services at the local level be coordinated, because that is where direct contact with people is made. The establishment of a regional council would serve to improve communication and service coordination, correct a fragmented delivery system and reduce possible competition among agencies serving like client groups. It would allow for the identification of needs that are not being met and of areas where services are duplicated. This council would improve the flow and exchange of information and improve the quality of services to the public.

RECOMMENDATION 2: A COMPREHENSIVE DATA COLLECTION SYSTEM SHOULD BE ESTABLISHED TO ALLOW FOR THOROUGH ANALYSIS AND MONITORING OF THE IMPACT OF CASINO GAMBLING ON THE GREATER ATLANTIC COUNTY AREA.

DATA COLLECTION

The need for an accurate and comprehensive data collection and generation system cannot be adequately stressed if the social, economic and environmental impact of casino gambling is to be monitored effectively and completely. Casino gambling will have considerable affect on the traditional social and economic systems of Atlantic City, Atlantic County and, perhaps, the entire South Jersey region. This impact will be felt in terms of migration into and out of the region, demand for

public services and facilities, impact on environment and overall employment. In order to respond appropriately, public agencies, the business community, and the general public need adequate information on current or emerging trends.

The establishment of a comprehensive data base is the essential first step in creating an on-going collection and monitoring system. A data base should be constructed to reflect the pre-casino gambling conditions prevailing in Atlantic City and the characteristics of the Atlantic City population's skill levels, migration and commutation patterns; employment and unemployment; available housing stock; social and support service capability; capacity of education system; environmental conditions (water, air, sewer); and ingress and egress (highway, air and mass transit).

Because much of the data are compiled by state agencies, the state departments, with the cooperation and assistance of local agencies, should assume the primary responsibility for establishing the data base. The departments participating in the establishment of the data base should include, but not be limited to, the Departments of Community Affairs, Education, Environmental Protection, Health, Higher Education, Human Services, Labor and Industry, and Transportation, as well as the Casino Control Commission. The Department of Community Affairs should be responsible for coordinating the data collection efforts of state and local agencies, and preparing an annual report to the Governor's Office of Policy and Planning.

Given the relatively small size of Atlantic City and the fact that the 1980 Census is now being conducted, the Task Force considers it feasible for these departments and agencies to develop comprehensive data base and collection mechanisms. The agencies should identify the pieces of data not currently available and develop collection mechanisms to gather them. Estimates should also be prepared for the cost of developing and maintaining this effort, with the costs apportioned to each department and agency at each level of government. The participating agencies should decide the required frequency of update of each data base within the comprehensive data set. The requirements of data base updates should be dictated by the characteristics of the data and uses to which they are put.

Artificial Employment Barriers

RECOMMENDATION 3: ARTIFICIAL BARRIERS TO EMPLOYMENT SUCH AS THOSE PRESENTLY FOUND IN THE CASINO HOTEL EMPLOYEE LICENSING PROCESS SHOULD BE ELIMINATED.

The Task Force believes a concerted effort should be undertaken to remove the artificial employment barriers that

ARTIFICIAL
BARRIERS

exist in the Casino Control Act and the employee licensing process. These barriers are the unintentional result of efforts to protect the interests of society and to assure the public of the integrity of the gaming industry. However, it appears that these safeguards actually prevent individuals from seeking or obtaining employment. Ironically, those most affected by these artificial barriers seem to be those groups and individuals who need the most encouragement or assistance in seeking and securing employment.

Under existing law and regulations, an individual must possess a valid employee license issued by the Casino Control Commission before he or she can begin work in a casino hotel. The current licensing procedures require that prior to the issuance of an employee license, an extensive background investigation must be completed by the Division of Gaming Enforcement. It has been reported to the Task Force that this investigation can take as long as 18 months, during which time the individual must find other means of support. While recognizing the importance of maintaining the integrity of the casino operation, the Task Force believes the long delay between the application for and issuance of a license presents an artificial and unnecessary barrier to employment.

LICENSING PROCESS

Via the licensing process, the Casino Control Commission and the Division of Gaming Enforcement, not the casinos, determine who can and who cannot secure employment. The Task Force is of the opinion that this process should be revised to authorize the Casino Control Commission to issue employee licenses following the completion of an investigation into the applicant's criminal background. If the applicant has had no serious criminal involvement within the last 10 years, the employee license should be issued. The Task Force believes this initial criminal background investigation should be completed within 10 days. This would allow an individual with no serious criminal involvement to be gainfully employed during the remainder of the investigatory process. The validity and continuation of the employee license would be subject to completion of the comprehensive background investigation by the Division of Gaming Enforcement.

The Task Force does not believe this is contrary to the interests of the public or the casino industry, but that it is consistent with the intent of revisions contained in PL. 1979, c.282. This amendment to the Casino Control Act, as noted earlier, authorized the issuance of temporary licenses to key casino employees, non-gaming related casino employees and casino hotel employees. These licenses can be revoked at any time, depending upon the findings of the background investigation. This recommended procedure would, in effect, extend that practice to gaming related employees and remove the "temporary" distinction.

The Task Force found a great deal of confusion among individuals who were not issued employee licenses as to the reasons for denial. Under existing practices, applicants are not informed of the reasons why licenses are denied. The Task Force feels this is inappropriate. Applicants should be informed, in writing, of the precise reasons why their application is being denied. This would provide the individual with the opportunity to correct any errors or inaccuracies in the investigation's findings. It would also correct any misconceptions the public may have about the rationale or actions of the Casino Control Commission.

LICENSE
DENIALS

The Task Force reviewed the existing Personal History Disclosure forms utilized by the Casino Control Commission to gather background information on persons seeking employment in the casino hotel industry and feels the forms should be substantially revised. The Task Force was particularly concerned about the tone of the forms, and the extent and nature of the information requested. The forms place the onus on the individual to prove his or her integrity, honesty, and demonstrate that he or she is worthy of employment in the casino hotel industry. This violates a fundamental and basic axiom of our nation's legal philosophy.

LICENSE
APPLICATION
FORMS

Certain information requests on the Personal History Disclosure form appear to the Task Force to be of questionable constitutionality. Some of these requests may infringe not only on the rights of the applicant, but also on the right to privacy of the applicant's family and associates. In addition, some of the data requested with regard to past personal and business relationships may not be relevant to the applicant's ability to work honestly and successfully in a casino hotel.

The Task Force believes the Casino Control Commission, with the assistance of the Office of the Attorney General, the Division of Gaming Enforcement and the Division of Civil Rights, should revise the Personal History Disclosure forms to request only relevant information that avoids the potential threat of a constitutional challenge.

Affirmative Action

RECOMMENDATION 4: A DIVISION OF AFFIRMATIVE ACTION SHOULD BE ESTABLISHED WITHIN THE CASINO CONTROL COMMISSION TO MONITOR THE AFFIRMATIVE ACTION PROGRAM OF THE CASINO HOTELS AND THEIR CONTRACTORS, AND TO ENFORCE THE AFFIRMATIVE ACTION PROVISIONS OF THE CASINO CONTROL ACT.

Affirmative action protects the rights of all persons, although there is a specific focus on those groups which have historically suffered social disenfranchisement. Sections 134

AFFIRMATIVE
ACTION

and 135 of the Casino Control Act identify the responsibility and authority of the Casino Control Commission with respect to affirmative action in the casino-hotel industry. In order that these sections of the law are properly and fully implemented, a Division of Affirmative Action, with appropriate staffing, should be established. This Division should oversee actions related to affirmative action, licensing problems and abuse of individuals' civil rights.

According to data available to the Task Force, the casino hotels appear to be in compliance with the guidelines established by the Commission relating to the number of minorities and women in the total work force. Greater representation appears to be necessary in the professional and managerial categories. The Task Force believes that as more casino hotels become operational, there will be increased opportunities for these groups to progress into higher ranking positions.

A serious problem, however, does exist with the representation of minorities and women in the casino construction work force. Since the start of casino related construction, there has been persistent under-representation of women and minorities in nearly all the building trades working on casino construction sites. While the Task Force recognizes the availability of minorities and women experienced in the building trades may be limited in the Atlantic City area, special efforts should be undertaken to increase their opportunity for entry level, apprentice positions. The Task Force wishes to recognize that the Governor's Office, the Department of Labor and Industry, organized labor and local officials are developing an apprenticeship training program to prepare minorities and women for apprentice positions in the building trades. The Task Force endorses this program and encourages the continuation and expansion of such efforts.

The success of this program and compliance by the casino hotel industry with affirmative action goals is dependent upon comprehensive and thorough monitoring by the Casino Control Commission. The Commission's two Affirmative Action Officers are attempting to monitor affirmative action compliance by the casino-hotels and on casino construction sites. While their efforts are to be commended, two individuals cannot adequately monitor affirmative action at three operating hotels and 12 construction sites. An expanded unit with division status would intensify compliance monitoring, ensuring equal employment opportunity in all areas of the casino-hotel industry.

The Task Force recognizes that ultimate responsibility for affirmative action in the casino hotel industry rests with the Casino Control Commission. Under Section 135 of the Casino Control Act, the Casino Control Commission is empowered to impose sanctions on casino hotel operators or their contractors who are in repeated non-compliance with affirmative action

programs. While no such sanctions have been imposed to date, they should not be overlooked if under-representation of certain groups persist. The Task Force expects that as employment and affirmative action data become available to the general public, pressures to impose such sanctions will increase. This recommendation is seen as one means of addressing and correcting the problem and to solve the situation to the benefit of all interested groups.

Clearly related to affirmative action is the opportunity for upward mobility for all employees of the casino hotel. Only through advancement and promotion will the representation of minorities and women improve in the supervisory and management positions, while at the same time opening entry level positions to new employees. Each casino hotel is required to implement upward mobility programs. These programs should be closely and carefully monitored by the Casino Control Commission's Division of Affirmative Action to ensure that upward mobility is achieved for minorities and women.

UPWARD
MOBILITY

The Casino Control Commission currently establishes minimum experience requirements for gaming related supervisory positions. While the Commission must ensure that supervisory personnel possess the necessary skills and experience, the experience requirements may unnecessarily restrict or inhibit promotional opportunities for some gaming-related personnel. The Task Force believes that the casino operators have a better understanding than the Casino Control Commission of the demands of the supervisory job and are in a better position to determine if a person is qualified for a supervisory post. The Task Force believes that the Casino Control Commission should grant the casino operators greater latitude in promoting persons they consider qualified for supervisory positions. The responsibility for personnel actions and promotional decisions should rest with the casino operator rather than with the Casino Control Commission.

Future Growth and Development

RECOMMENDATION 5: THE GOVERNOR SHOULD ISSUE A POLICY STATEMENT DEFINING THE LEVEL OF COMMITMENT OF RESOURCES AND SERVICES OF THE STATE OF NEW JERSEY TO THE ORDERLY DEVELOPMENT OF THE GREATER ATLANTIC CITY AREA.

Many of the problems and issues resulting from casino gambling are beyond the scope and capability of local government to address. The State of New Jersey has the authority and ability to direct its resources to assist the efforts of the Atlantic County region to absorb and accommodate the expected casino-related growth. The state can focus resources and programs related to transportation, education, health and social services, environmental controls, housing, public safety, economic development and employment and training.

STATE
RESPONSI-
BILITY

COMPREHENSIVE PLAN

The Governor should direct each of the Departments involved to develop a special plan identifying what resources, services and initiatives can be targeted to assist in the provision of the social, economic and environmental infra-structure to meet the demands and needs of the area. These plans should be consolidated by the Governor's Office of Policy and Planning into a comprehensive plan for the overall utilization of state resources in the development of the greater Atlantic City area. The comprehensive plan should be developed with the input and assistance of the elected officials of Atlantic City, the surrounding communities and Atlantic County. As representatives of the areas most affected by casino gambling, they have first hand knowledge of the needs of their citizens.

STATE EMPLOY- MENT TRAINING POLICY

The State of New Jersey has not formulated a comprehensive and coordinated policy on the overall philosophy and direction of employment and training services in the State. The Task Force believes the development of such a policy is necessary in order to provide a framework for the delivery of such services at the State and local level. This policy should focus on the employment and training needs of all residents of the State and address the broader human resource development issues related to employment, including social, health and other supportive services. The State Employment and Training Council, charged under the provisions of the Comprehensive Employment and Training Act (CETA) with monitoring the delivery of employment and training services and determining if they meet the needs of the State's residents, would be the appropriate group to develop a statewide employment and training policy for the State of New Jersey.

PUBLIC INFORMATION EFFORTS

According to comments made to the Task Force, it appears that the private sector may be unaware of the many services available and the potential cost benefits of utilizing publicly supported employment and training programs for recruitment, screening and training of employees. Part of the private sector's hesitancy to utilize available public programs can be attributed to unfamiliarity with the available services. The Task Force believes the Department of Labor and Industry, in conjunction with other State Departments, should conduct an aggressive promotional effort to inform the private sector of services and benefits available. If the private sector becomes fully aware of the services, it may become involved in the design and development of these programs and be more inclined to utilize them for recruitment, screening and training purposes.

SERVICES TO THE UNEMPLOYED

The Department of Labor and Industry has developed the Unemployment Insurance Employability Program to provide recipients of unemployment insurance with intensive job search and counseling assistance after receiving benefits for three weeks. The assumption is that it is easier to place individuals

in new employment within a relatively short period of time, before they are stigmatized as "unemployed" and begin to lose their attachment to the labor market. This program is based on the success of the statewide General Assistance Employability Project which provides intensive employability development services to recipients of municipal welfare. The Task Force endorses this program and believes that Atlantic City, given the growth of employment, would be an appropriate location for testing the effectiveness of the program. The Department of Labor and Industry should conduct effectiveness and cost benefit studies of the Unemployment Insurance Employability Program and determine the feasibility of implementing this project statewide.

The Task Force is concerned about the income levels established by the Department of Human Services for phasing out benefits, specifically Medicaid and child care, when AFDC recipients begin working. Persons testifying before the Task Force claimed that after deducting employment-related and health insurance expenses, their earned wages equaled or were less than their AFDC payments and benefits. A number of persons indicated they did not seek work for that reason. The Task Force is concerned that if the cut-off is established at too low an income level, there is no incentive for seeking work and thereby lose AFDC benefits. The Task Force believes the Department of Human Services should review the eligibility and maintenance criteria of the AFDC program to ensure that the benefit structure does not discourage employment. If the benefits structure indeed discourages employment, it should be revised to provide AFDC recipients with positive incentives to seek work, (i.e., maintenance of some benefit level until such time as recipients can realize a net economic gain from employment).

RECOMMENDATION 6: A REGIONAL DEVELOPMENT COMMISSION SHOULD BE ESTABLISHED TO COORDINATE THE ECONOMIC, SOCIAL AND ENVIRONMENTAL DEVELOPMENT OF THE GREATER ATLANTIC CITY AND COUNTY REGIONS.**

The impact of casino gambling will extend far beyond the borders of Atlantic City and Atlantic County. There will be a significant growth in the population, bringing with it a major expansion in the demand for public services, including education, transportation, social and health services, environmental controls and public protection. In addition, the growth in population will sharply increase the demand for housing among persons at all income levels. Furthermore, it can safely be assumed that the influx of newcomers and an increase in housing costs in the Atlantic City area will result in the displacement of current residents who will no longer be able to afford to live there. These individuals will be forced to move to outlying areas, straining the resources and service capacities of those communities. These problems are beyond the scope and ability of traditional local government structures to address

**OVERALL GROWTH
DEVELOPMENT**

and resolve. The impact will be regional and requires a regional approach to resolve issues which are affecting all levels and jurisdictions of government in the South Jersey area.

REGIONAL DEVELOPMENT COMMISSION

A Regional Development Commission should be established to coordinate overall development of the greater Atlantic County region to ensure the orderly and appropriate growth consistent with the best interests of the residents, the business community and the environment. In this effort, the Commission should define the parameters of possible and desirable growth, keeping in mind the area's housing, transportation and environmental requirements and identify community needs and the most appropriate type of development. The Development Commission should have the authority to review approved casino development proposals to determine their social and environmental impact on the area, and work closely with the Governor's Office of Policy and Planning to coordinate state programs and development assistance. Major responsibilities of the Regional Development Commission should be the on-going monitoring of the impact of casino gambling on the South Jersey area, and the improvement of coordination between state and local agencies.

The Regional Development Commission should include broad representation from Atlantic City, Atlantic County and other government entities in the area and its membership should be drawn from a combination of elected officials, private citizens and business people. The Regional Development Commission should also include representation from State government, preferably from the Department of Community Affairs. Non-voting members should include the Departments of Labor and Industry, Environmental Protection, Human Services, Health, Education and Higher Education, as well as the Casino Control Commission. A non-voting advisory committee should also be established, consisting of area public officials, residents and labor leaders.

CITIZEN ADVISORY GROUP

The Task Force believes the Governor should also receive the input of an impartial group of citizens with no attachment to the casino industry or area development efforts. Existing and proposed coordination mechanisms all have direct ties to the casino hotel industry and the development that accompanies it. Regardless of their intent, these groups may develop a vested interest in the activities and initiatives they control or monitor. A Citizen Advisory Group should therefore be established to periodically review the economic and social impact of casino gambling and advise the Governor of necessary and appropriate actions. This group can provide independent advice to the Governor on the casino industry, the growth it generates and the resulting impact on people and the area. This group should consist of respected leaders in the academic, religious, business, labor and social communities. Members

should not include public officials or persons associated with the casino industry or development in the Atlantic County area.

RECOMMENDATION 7: THE CASINO HOTEL INDUSTRY SHOULD COMMIT ITSELF TO PARTICIPATION IN AND CONTRIBUTION TO THE SOCIAL AND ECONOMIC DEVELOPMENT OF THE GREATER ATLANTIC CITY AREA.

The Task Force recognizes the importance of non-casino related business and industry to the economic and social fabric of the greater Atlantic City area. The attention given to casino-related employment tends to obscure employment in other areas. Very little attention has been paid to the "secondary" job market, which grows as skilled workers leave their jobs to seek casino employment, creating an additional source of potential employment for Atlantic City residents. The discussions that follow, while addressed to the casino hotel industry, are applicable to all businesses large and small in the greater Atlantic City area. It is hoped that all local and regional businesses will review these recommendations from their own perspective and consider implementing them.

PRIVATE
SECTOR
RESPONSI-
BILITY

In this report, the Task Force may have emphasized the role of the casino hotel industry as an economic force in the area. This is a result of the high visibility of the industry and the attention given to the industry at the public hearing and during the course of this study. The Task Force would like to emphasize the crucial role that non-casino related businesses can play in the development of the greater Atlantic City area and in providing employment opportunities to area residents. All area residents cannot and will not be employed by the casino hotel industry and will seek employment in the trade, manufacturing and support industries that will develop as a result of the growth of the casino industry. These businesses and industries should recognize their responsibility to and interest in the sound economic and social growth of the Atlantic City region and should participate fully in its development.

**It must be noted that the Task Force was not in unanimous agreement on Recommendation 6. Mr. John Bachalis and Drs. Harry Stark and Lawrence Winchell dissented from its adoption. They do agree that the impact from casino hotel development will extend far beyond the boundaries of Atlantic City and Atlantic County, and will require a coordinated effort among all levels and agencies of government. Nonetheless, it is their view that a comprehensive study should be undertaken to define better the expected growth and the public services that will be affected before any action is taken to establish a Regional Development Commission. Such a study would seek to establish whether existing governmental structures have the resources and requisite authority to respond collectively and efficiently to the expected increased demand for public service. The study participants should recommend, where absent, the appropriate structure and location for an entity to coordinate the planning and delivery of the needed public services in the South Jersey region.

CASINO
HOTEL-
INDUSTRY

The Task Force, however, believes that the casino industry has a special responsibility to Atlantic City and its residents. The public, through their votes, granted the casino industry a monopoly, which has provided casino operators with generous revenues and profits. The Task Force has no wish to curb the profitability of the casinos, but hopes to encourage the casino industry to invest in the development of the greater Atlantic City area. The Task Force is firmly convinced that the continued success and profitability of the casino industry is directly related to the development of the city and its people. As the likelihood of casino competition elsewhere on the east coast continues to grow, the Task Force believes it is in the best interest of the Atlantic City casino industry to help make the city a desirable place for recreation, living and working.

It should be noted and recognized that the casino hotel industry has already had a significant and, in most cases, a positive impact on the economy of Atlantic City and surrounding communities. As noted elsewhere, thousands of jobs have been created and millions of dollars in salaries and wages are being paid out by casino operators, many of these dollars finding their way into the local economy. In addition, the casino-hotel industry has worked in cooperation with local elected officials on the development of housing and recreation projects within the city. The casino hotel industry is to be commended for these activities and the Task Force encourages their expansion.

The Task Force is of the opinion, however, that the casino hotel industry should make a greater investment in the area's most under-utilized resource, its people. The Task Force believes that many of the economic benefits are not reaching the people of Atlantic City, especially those who resided there prior to the passage of the Casino Gambling Referendum. These people suffered through the bad times and should now share in the good times.

UTILIZING
PUBLIC
SERVICES

The casino hotel industry could expand its efforts by utilizing publicly supported employment and training programs. These programs have been developed by local agencies and organizations familiar with the community's residents, their interests, abilities and skill levels. The programs can reach out to groups and individuals who may be currently detached from the traditional world of work and who need assistance in entering or re-entering the labor market, and may present the only mechanism by which many of those individuals can become members of the labor force.

The Task Force believes that the casino hotel operators are well informed on their current work force requirements, turnover and separation rates, and expected replacement needs. If casino operators were to share this information with local

employment and training programs and the Career Information Center, efforts could be initiated to prepare area residents for these employment opportunities on a phased-in basis. Such an effort would help eliminate imbalances in the labor market due to poorly-timed training programs and simplify the job search and application process for all persons seeking employment in the casino industry.

The Task Force believes the casino hotel industry would benefit from utilizing these programs and participating in their design and development. Local program operators are eager to work with employers to develop recruitment, screening and training programs that are responsive to the employees' needs and will result in employment. These programs could relieve the casino-hotel operators of the burden and cost of performing activities that can be conducted by public agencies at no direct cost to the casinos. Various casino-hotels which have utilized services of these agencies for various phases of recruitment, screening and training have reported satisfaction.

The Task Force recognizes that each casino hotel is different and that each will conduct orientation programs to familiarize new employees with its own operation. However, existing public agencies can provide job-ready applicants while at the same time serving the needs of area residents.

The Task Force understands the difficult problem many casino operators face in attempting to institute a personnel system to recruit, screen, hire and train 4,000 employees. The urban character of the Atlantic City population and the area's previous reliance on seasonal employment may present personnel staff with problems unlike those encountered elsewhere. The Task Force feels the casino-hotel industry should re-examine the structure and operation of its personnel function to ensure that it is sensitive to the characteristics of the local labor force, and that it does not discourage area residents from seeking casino related employment nor restrict the upward mobility of residents.

PERSONNEL
OPERATIONS

Part of this effort should be the development of a supportive service program to help employees cope with the social and emotional pressures associated with casino hotel employment. Casino hotel operators acknowledge the intense pressures and report a high "burn-out" rate for these employees. This problem may be most severe for Atlantic City residents who have become accustomed to seasonal employment at a slower pace. These pressures are compounded by the difficulty many residents may have in making the transition from this slow pace to a 24-hour-per-day world and the family and social adjustments required because of shift work and extensive overtime. These pressures may account for a portion of the high turnover rate which casino operators report for area employees. Providing

SUPPORTIVE
SERVICES

supportive services will assist employees in coping with the pressures and, if they serve to reduce turnover, save the casino operators the expense of training new staff.

ALTERNATIVE WORK SCHEDULES

The Task Force would like to make it clear that it strongly advocates the utilization of a full-time work force in the casino hotel industry. Full-time employment has been and will continue to be an essential component of any economy and society. The casino hotel industry is to be commended for the number of full-time jobs it has created in Atlantic City. However, the Task Force recognizes that certain segments of the community are unable to pursue full-time employment. Part-time employment or flexible work hours may represent the only opportunity many of these individuals have to participate in the world of work.

The re-examination of personnel operations should include an assessment of the feasibility of utilizing flexible work schedules including part-time work or flex-time. These alternative approaches to full-time work can benefit both employees and employers. Many Atlantic City residents may be unable (due to family or personal commitments) or unwilling to accept full-time work on a rotating shift schedule. Alternative schedules would expand available employment opportunities. Employers could also benefit by utilizing part-time workers to supplement full-time staff, thereby reducing costs associated with overstaffing, turnover and absenteeism.

The Task Force believes the casino hotel industry should also consider establishing child care programs for children of casino hotel employees. One casino hotel operator indicated that such a program was under consideration. The Task Force would like to encourage the industry as a whole to consider the feasibility of a common child care center, operated on a shared cost basis with participating casino hotels and employees, supplemented by available local, state and federal funds.

CHILD CARE

Individuals and public officials testifying at the public hearing identified child care services as one of the greatest supportive needs in the area and also as one service area where demand far exceeds supply. The development of such a program could serve to increase access to casino hotel employment for workers with children and also reduce absenteeism related to family problems. The lack of child care services is considered to be one of the largest single barriers to women obtaining employment; fifty-six percent of employees in the operating casino-hotels are women. The growth of dual income and single head-of-household families will make child care a basic need of working families. The casino hotel industry is in the position to pilot a program and serve as a model for other employers throughout the country.

RECOMMENDATION 8: THE CASINO HOTEL INDUSTRY SHOULD GRANT
HIRING PREFERENCE TO QUALIFIED RESIDENTS OF ATLANTIC CITY.

The Casino Control Act addresses itself to creating employment opportunities for the residents of New Jersey and contains provisions establishing state residency requirements for persons seeking employment in a casino hotel. However, the Task Force believes a moral commitment was made to the residents of Atlantic City that they would be the primary beneficiaries of casino gambling. This commitment was made by the voters of New Jersey as well as the casino-hotel industry. The Task Force recognizes that the casino-hotel industry has done a great deal for the area but feels that extending employment opportunities to residents of Atlantic City by giving them preference in recruiting and hiring would be the best way to fulfill that moral obligation.

RESIDENT
PREFERENCE

The Task Force did not easily arrive at this conclusion, but only after extensive examination and discussion. Casino-hotel operators appearing before the Task Force reported that area residents have been given every opportunity to secure employment in the casino-hotels. However, a number of residents denied that area residents have had every opportunity to compete for jobs and some claimed that local residents were discriminated against.

The Task Force, unfortunately, has no evidence or data to substantiate either perception and admittedly bases this recommendation on what it feels was promised to area residents prior to the passage of the Casino Gambling Referendum. Through a system of preference, based on residency in Atlantic City as of November 1976, the Task Force believes that residents will share in the economic prosperity that casino gambling has brought to the area.

The Task Force encourages the casino hotel industry to consider a priority hiring system based on residence prior to and following November 1976. People who were Atlantic City residents prior to the passage of the Casino Gambling Referendum should be given first priority. People moving into the city following this date should be given second priority. One casino hotel, not yet in operation, reported to the Task Force that it would establish a priority hiring system based on area of residence. Efforts will be made to recruit first from Atlantic City and, if these efforts fail, from the County, then from the State and finally from outside the State. The Task Force endorses this procedure for all existing and future casino-hotels in Atlantic City.

In order to be effective, the priority hiring system must be combined with a complete skill and employability development program to meet the needs of both area residents and local employers. To require that priority be given to area residents when hiring, without the necessary training would be a disservice to the people of Atlantic City. It must also be implemented as quickly as possible, before mounting economic pressures displace many pre-1976 Atlantic City residents.

APPENDIX I

EMPLOYMENT & UNEMPLOYMENT

IN THE

ATLANTIC CITY AREA

DEFINITIONS OF EMPLOYMENT AND UNEMPLOYMENT

The civilian labor force consists of persons 16 years of age and over who are either employed or unemployed during a particular survey week. The unemployment rate is the number of unemployed during the survey week divided by the number of persons in the civilian labor force.

A person is classified as employed if he or she worked in a paid job for one hour or more during the survey week or was an unpaid family worker for 15 hours or more. The employment count also includes the self-employed and persons with a job but not at work during the survey week because of vacation, illness, bad weather, or a labor dispute.

To be classified as unemployed, a person must: (1) Have been without a job during the survey week; (2) have made specific efforts to find employment sometime during the prior 4 weeks; and (3) be presently available for work. In addition, persons on layoff and those waiting to begin a new job (within 30 days), neither of whom must meet the jobseeking requirements, are also classified as unemployed.

Unemployment, as officially defined, is not intended to be a measure of hardship. Rather, it is a partial indicator of the degree to which labor resources are underutilized. It only partially measures labor underutilization since it excludes "discourage workers" (persons who have given up looking for work since they believe jobs are not available) and persons working shorter hours than they would like.

The unemployed are a "mixed bag." They include persons from all income brackets and persons whose employment prospects range from excellent to poor. Many of the unemployed are experiencing brief spells of idleness between jobs or are on short-term layoffs and awaiting recall. A teenager seeking a part-time job after school will be counted as unemployed until he finds that job. Similarly, a housewife seeking to return to the labor market, even for a part-time job, may pass through a brief spell of "official" unemployment.

More lengthy unemployment may be experienced by some workers in areas dependent on highly seasonal industries, e.g., Atlantic City. More serious is the unemployment related to periodic business cycles, where spells of unemployment may be quite long. Most serious is "structural" unemployment where workers lack the skills or other attributes necessary in order to qualify for available jobs even when economic conditions are generally favorable.

Unemployment is defined without regard to whether or not a person is collecting unemployment insurance (UI) benefits. Generally speaking, persons collecting unemployment benefits do meet the official definition of unemployment except for those working part-time. However, in normal times more than half of the unemployed will not be collecting benefits. Such persons may have recently entered the labor market and therefore lack the wage credits to qualify for UI. This would be particularly true of teenagers and newly-entering housewives. Others may have already used up the benefits to which they were entitled. Still others may be disqualified for various reasons, not covered by the UI law (e.g., the self-employed), or may not apply even though eligible.

EXHIBIT I

RESIDENT POPULATION TRENDS IN ATLANTIC COUNTY
AND ATLANTIC CITY, 1930-2000

The resident population of Atlantic County has expanded steadily since 1940, after remaining relatively unchanged during the 1930s. Over the same period, the population of Atlantic City has steadily declined, from 66,198 in 1930 to 41,767 in July 1978. Most of the decline has occurred since 1960.

Data are not yet available to evaluate the impact of casinos, the first of which did not open until May 1978. A strong population expansion in Atlantic County is expected, however, especially during the 1980s. By 2000, the N.J. Department of Labor and Industry expects the county's population to reach 326,500, an increase of 71.9% from the 189,984 level of 1978. The Atlantic County Division of Planning expects an even greater increase, to 382,300. There are no Department of Labor and Industry projections for the city, where future population growth will be highly dependent upon housing and transportation policies still being formulated.

Resident Population
(000's)

Year	Atlantic County	Atlantic City
1930	124.8	66.2
1940	124.1	64.1
1950	132.4	61.7
1960	160.9	59.5
1970	175.0	47.9
1975	187.9	44.5
1978	190.0	41.8

Projected		
1980	207.8	-
1985	274.8	-
1990	306.2	-
1995	317.8	-
2000	326.5	-

Source: N.J. Department of
Labor and Industry, Division
of Planning and Research.

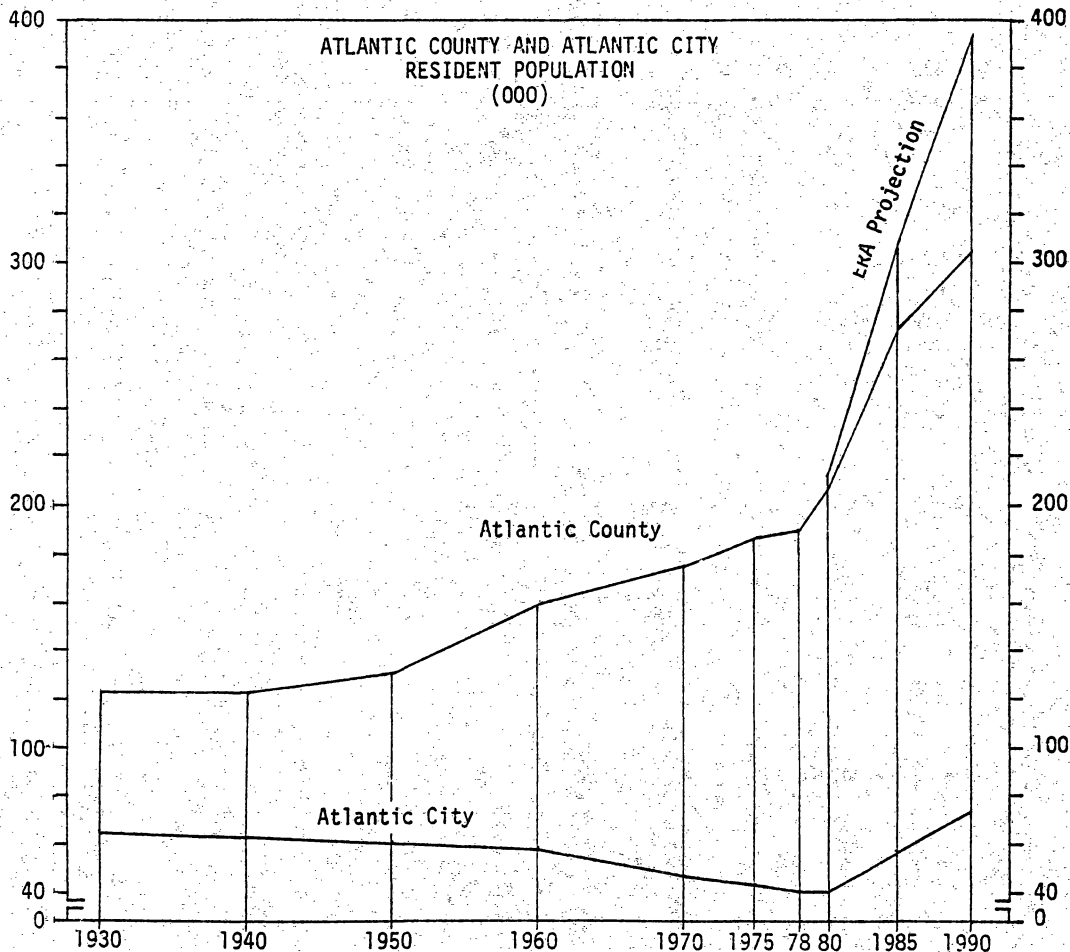


EXHIBIT II

SELECTED LABOR FORCE AND EMPLOYMENT INDICATORS
ATLANTIC COUNTY, 1970-1979

ATLANTIC COUNTY LABOR FORCE ESTIMATES, 1970-1979 (in thousands)

Year	Labor Force	Resident Employment	Nonfarm Wage & Salary Employment	Resident Unemployment
1970	72.9	68.6	63.4	4.3
1971	72.7	68.0	62.5	4.7
1972	75.5	70.3	64.0	5.2
1973	77.2	71.7	65.7	5.5
1974	78.5	72.0	66.0	6.5
1975	79.3	69.9	64.2	9.4
1976	81.0	71.1	66.0	9.9
1977	83.4	73.2	68.2	10.1
1978	85.7	77.1	71.7	8.4
1979(old)*	93.8	85.9	81.3	7.9
1979(new)*	95.4	86.5	81.3	8.9

* See narrative.

The accompanying graph shows the trend of Atlantic County's civilian labor force, resident employment, unemployment, and nonfarm wage and salary employment over the period 1970 to 1979. The 1979 figures are extrapolations based on nine months of data.

Two sets of figures are shown for 1979 because of a discontinuity of the unemployment and labor force series that occurred at the start of this year. This occurred when the unemployment statistics were revised to more accurately reflect the place of resident of unemployment insurance claimants. The "new" data are official; the "old" estimates are approximations that are conceptually consistent with earlier data and therefore more indicative of the trend as distinct from the level of unemployment and labor force in 1979.

The bottom series in the chart relates to the number of persons on the payrolls of Atlantic County employers based on a monthly sample survey conducted by the N.J. Department of Labor and Industry. It excludes self-employed, domestic and farm workers, and is the most accurate of the series graphed. It will be noted that there was a moderate uptrend between 1970 and 1977, followed by a strong expansion from 1977 to 1979 amounting to about 11,800 jobs on an annual average basis.

The middle series called "resident employment" is highly artificial and is based on U.S. Bureau of Labor Statistics procedures as part of the process of developing local unemployment rates. It tracks closely with non-farm wage and salary employment because it is derived from it. To get it, the latter is adjusted to include self-employed, domestic and farm workers. Also the estimates from the employer survey are adjusted for commutation in an attempt to measure employment of Atlantic County residents only. This commutation adjustment is based on 1970 Census patterns and therefore is not realistic for the last several years. Resident employment almost certainly has not increased as fast as the series would indicate. The same is true of the official civilian labor force series at the top of the chart.

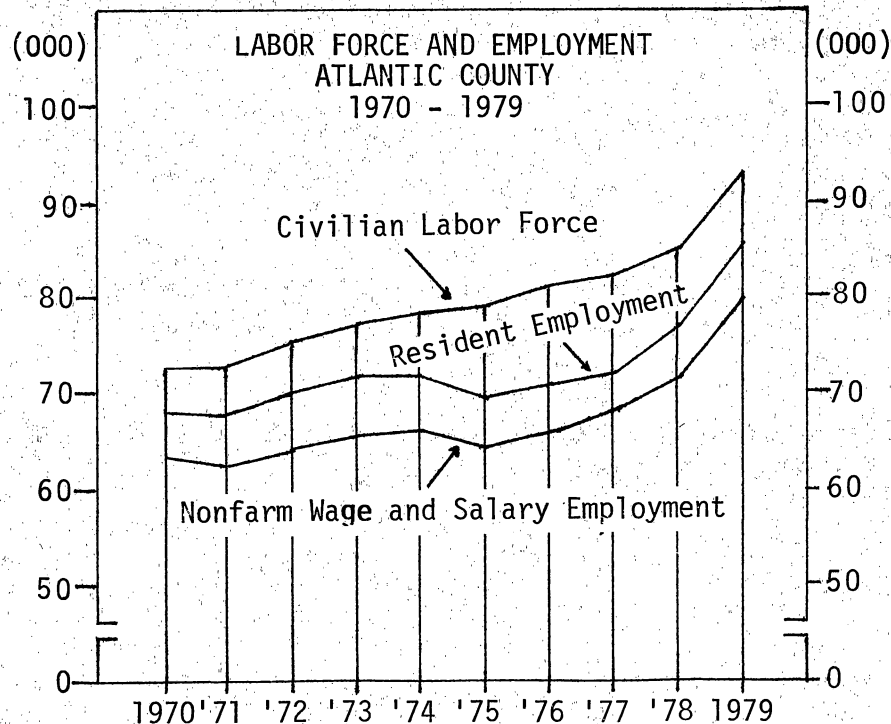


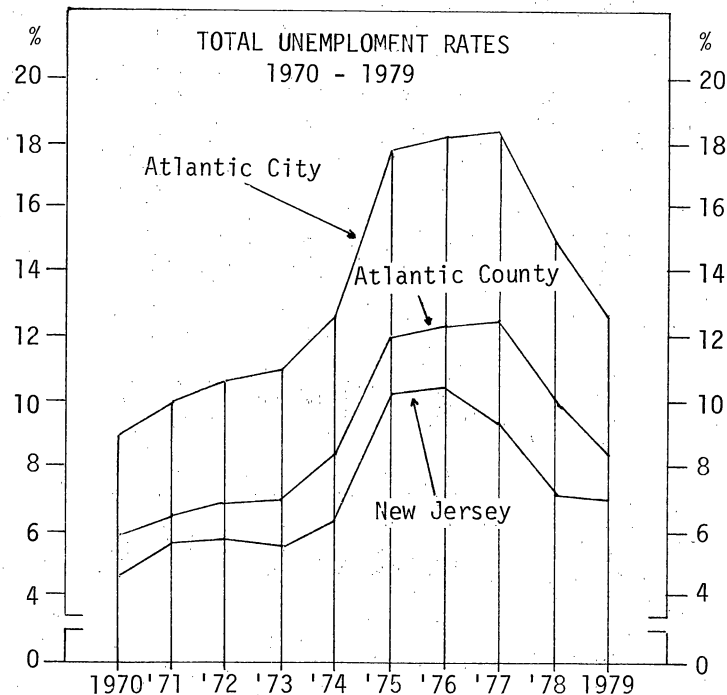
EXHIBIT III

UNEMPLOYMENT RATES, ATLANTIC CITY, ATLANTIC COUNTY
AND NEW JERSEY, 1970-1979

TOTAL UNEMPLOYMENT RATES, 1970-1979

Year	New Jersey	Atlantic County	Atlantic City
1970	4.6	5.9	9.0
1971	5.7	6.5	9.9
1972	5.8	6.9	10.6
1973	5.6	7.1	10.9
1974	6.3	8.3	12.5
1975	10.2	11.9	17.7
1976	10.4	12.2	18.1
1977	9.4	12.3	18.1
1978	7.2	9.8	14.7
1979(old)*	7.0	8.3	12.6
1979(new)*	6.9	9.3	14.1

* See narrative.



The accompanying tables and graphs show the trend of unemployment rates for Atlantic City, Atlantic County and the State of New Jersey for the period 1970 to 1979. All of them are based on official U.S. Bureau of Labor Statistics estimating methods. The 1979 figures are extrapolations based on nine months of data. Unemployment rates for all of these areas have been declining, but in all cases they remain higher than before the last recession.

Two sets of figures are shown for 1979 because of discontinuities affecting the series for Atlantic City and Atlantic County between 1978 and 1979. Unemployment in this area was underestimated prior to 1979, but the statistics have not been revised to correct for this. Therefore, the 1979 figures labeled "old" are shown for the purpose of properly measuring the trend between 1978 and 1979. The "new" 1979 statistics are the official ones. They are higher than the old estimates because more accurate actual counts of Atlantic County UI claims coded by county of residence were used in the estimating procedure. This method replaced an earlier procedure of estimating the county residence of claimants based on the geographical coverage of local UI offices.

The statewide figures are based on a monthly survey of about 1,780 households and are subject to sampling error. The county figures are also subject to error. They are based on estimating procedures that allocate the statewide estimates according to each labor market's share of current wage and salary employment, UI claims, and other factors. The municipal estimates are highly artificial and are produced only because of the requirements of federal legislation, such as CETA. They are based strictly on the city's unemployment rate shows exactly the same trend as the county's rate, though it is at a higher level.

EXHIBIT IV

PROFILES OF NONFARM WAGE AND SALARY EMPLOYMENT
ATLANTIC COUNTY, AUGUST 1977 and AUGUST 1979

(Not Seasonally Adjusted)

Industry	Number of Employed (000)			Percentage Distribution in August 1979	
	Feb. 1978	Feb. 1980	Change 1978-80	Atlantic County	State of New Jersey
Total Nonfarm	62.2	81.6	+19.4	100.0%	100.0%
Mining & quarrying	-	-	-	-	0.1
Manufacturing	8.2	8.8	+ .06	10.8	26.5
Construction	2.6	5.5	+ .29	6.7	3.3
Transportation & utilities	3.4	3.7	+ .03	4.5	6.3
Trade	16.1	16.1	0	19.7	22.0
Finance, insurance, real estate	4.3	4.9	+ .06	6.0	5.1
Services	12.8	27.6	+14.8	3.8	19.1
Government	14.9	15.0	+ 0.1	18.4	17.6

Source: N.J. Department of Labor and Industry, Division of Planning and Research. The Statistics relate to employees on the payrolls of Atlantic County employers and exclude the self-employed, domestics and farm workers.

This table provides a breakdown of nonfarm wage and salary employment in Atlantic County by major industry category and indicates the change in employment between August 1977, prior to casinos, and August 1979. It will be noted that most of the 13,500 job increase over this period was in construction and services. Most of this increase is directly attributable to casino construction and the staffing of casinos.

The last two columns contrast the employment structure of Atlantic County with that statewide. Most notable are the small proportion of factory jobs in this county and the disproportionately large shares of services, trade, and construction.

EXHIBIT V

PRIVATE SECTOR WORKERS COVERED BY UNEMPLOYMENT INSURANCE,
ATLANTIC CITY AND ATLANTIC COUNTY

Private Sector Covered Jobs, 1970-1978 (September of Each Year)			
Year	Atlantic County	Atlantic City	Balance of County
1970	51,581	25,069	26,512
1971	50,053	24,138	25,915
1972	54,914	25,459	29,455
1973	55,626	25,148	30,478
1974	55,557	24,005	31,552
1975	51,803	22,039	29,764
1976	55,546	22,601	32,945
1977	54,441	21,453	32,988
1978	61,325	24,012	37,313
1979	70,553	31,489	39,064

Source: N.J. Dept. of Labor & Industry
Div. of Planning & Research

INDUSTRIAL COMPOSITION OF PRIVATE SECTOR JOBS, 1970 AND 1979

	Atlantic City			Atlantic County		
	1970	1979	Change 1970-79	1970	1979	Change 1970-79
<u>Total</u>	<u>25,069</u>	<u>31,489</u>	<u>+6,420</u>	<u>51,581</u>	<u>70,553</u>	<u>+18,972</u>
Manufacturing	1,923	1,045	- 878	9,817	8,864	- 953
Trade	9,621	7,023	-2,598	18,479	19,988	+ 1,509
Transportation	467	513	+ 46	1,036	1,239	+ 203
Utilities	1,663	835	- 828	2,611	2,509	- 102
Services	9,202	17,992	+8,790	12,942	25,361	+12,419
Finance, ins., real estate	1,200	1,343	+ 143	2,982	4,806	+ 1,824
Construction	965	2,726	+1,761	3,462	5,786	+ 2,324
Other	28	12	- 16	252	2,000	+ 1,748

Most of increase attributable to UI law changes extending coverage to agriculture effective January 1978.

EXHIBIT VI

CHARACTERISTICS OF ATLANTIC COUNTY POPULATION,
By Age, Race & Sex, July 1, 1976

<u>Characteristics</u>	<u>Atlantic County</u>		<u>New Jersey</u>
	<u>Number</u>	<u>% of Total</u>	<u>Statewide</u> <u>% of Total</u>
Total Resident Population	190,555	100.0	100.0
Male	89,355	46.9	48.2
Female	101,200	53.1	51.8
White	154,938	81.3	86.8
Nonwhite	35,617	18.7	13.2
Age under 20	60,407	31.7	33.0
Age 20-44	57,062	29.9	33.5
Age 45-64	42,941	22.5	22.9
Age 65+	30,145	15.8	10.6

Source: U.S. Bureau of the Census. (Experimental data prepared for the National Cancer Institute.)

This table shows that, in 1976, Atlantic County's population included a disproportionate share of women, nonwhites and persons age 65 and over. Comparable statistics are not available for Atlantic City proper.

APPENDIX II

SURVEY OF INDIVIDUALS USING HUMAN RESOURCES AGENCIES IN ATLANTIC CITY

On December 3 and 4, 1979, staff assigned to work with the Governor's Task Force on Unemployment in Atlantic City, surveyed selected groups of individuals who utilize human service agencies located in Atlantic City. The stated purpose of the survey was: "to ascertain the feelings of the unemployed about job opportunities in the Atlantic City area."

The survey was conducted at five test sites in Atlantic City: the Unemployment Insurance Office, the Employment Service Office, the Atlantic County CETA Office, the County Welfare Office, and the City Welfare Office. This report presents the results of that effort. It consists of three parts: summary, methodology and limitations, and presentations of results.

SUMMARY

A total of 271 individuals were surveyed. Most (183) were surveyed at the Atlantic City Unemployment Insurance Office - the only test site where a representative sample was obtained.

Before the survey effort was undertaken, it was known that representative samples would not be obtained from the other four test sites. The intent of surveying at those offices was not to draw inferences from the results at those sites. Rather, the intent was simply to give the Task Force members a sense of the type of responses individuals utilizing those other offices would provide. The responses from those offices were aggregated and that group of offices is referred to as "other human service agencies" or some derivative throughout this report.

When asked about job opportunities in Atlantic City during the past year, 50% of the UI respondents and 51% of the respondents from other human service agencies, responded that such opportunities had "improved".

When asked their feelings about job opportunities in the next three years, 69% of all the respondents indicated they anticipated improvement. This was interpreted as being evidence of a positive or hopeful orientation toward the possibilities for future employment growth in Atlantic City.

Differences were observed in the extent to which this positive orientation toward future employment opportunities were expressed by respondents at each of the two types of test sites. UI respondents were much more positive (72% expected improvement) than the individuals surveyed at the other test sites (64% expected improvement).

It is assumed that the predominantly positive orientation of respondents toward future employment opportunities in Atlantic City, is directly related to their expectations about casino (and related economic) development in the area. While a sizable majority of the individuals expect the economic health (as measured by job opportunities) of the area to improve over the next three years, a majority of those surveyed did not report that they expected a concurrent improvement in their individual sense of well being. When asked about the impact casinos would have on them as individuals, however, only 32% of the UI respondents and 28% of the respondents from the other test sites indicated they would be "better off". 14% of the UI claimants and 22% of the other test site respondents indicated they would be "worse off" with casinos in Atlantic

City. About 30% of all respondents indicated that they would be the same" with casinos in Atlantic City, while 20% of the individuals questioned responded "don't know".

Per capita income figures were derived for the individuals utilizing these offices. For while individuals receiving UI benefits, the per capita were \$4,729, for black UI claimants the average was \$2,925. For white individuals queried at other human resource delivery agencies a per capita income of \$4,457 was derived, for blacks it was \$3,253.

Of the individuals surveyed, 25% reported receiving an income of less than \$5,000 last year. Blacks were disproportionately represented in this group, with 38% of the black individuals in the survey reporting incomes of less than \$5,000.

A total of 125 individuals, 46% of all those surveyed, reported that they had attempted to find work in the casinos. Twenty six (26) of those respondents reported that they had obtained and retained casino related employment.

Surprisingly, 27 UI respondents actually indicated that they were not looking for a full time job. While 146 of those respondents indicated that they were looking for full employment, only 15 (10%) individuals reportedly were registered with the State Employment Service. This finding would seem to be in line with the 13.8% eligible UI claimant to total ES applicant relationship reported for the Greate Bay Project. However, it is substantially below the 20.9% eligible UI claimant to total ES applicant reported for all ES applicants.

METHODOLOGY AND LIMITATIONS

This section of the report is devoted to a discussion of the methodology utilized to conduct the survey and the limitations which must be placed on the results. It is not meant to discourage use of the results. Rather, it was felt that a candid and open discussion of the problems associated with the survey would allow for a more meaningful application of the results to some of the problems confronting the Task Force.

Survey Groups

The target population for this survey was the unemployed of Atlantic City. Unfortunately, there is not easily accessible pool of such individuals from which to obtain a sample. Because of the absence of such a master list, individuals utilizing selected human service agencies located in Atlantic City were surveyed. Five test sites were utilized; the Unemployment Office in Atlantic City here 183 continued claimants were surveyed; the Employment Service Office were 15 clients were surveyed; the Atlantic County CETA Office where 17 applicants for programs were surveyed; the City (Municipal) Welfare Office were 10 individuals receiving benefits were surveyed; and finally, the County Welfare Office where 46 individuals receiving food stamps and/or welfare payments were surveyed.

The UI claimants was the only group for which a statistically representative sample was obtained. In examining the results it is, therefore, necessary to remember that the UI group is the only group for which generalizations to a larger group (i.e., all UI claimants) can be made. The responses from the other groups will be aggregated and referred to as the "other human services" group.

It was decided to subject the UI sample to an additional, independent test of the degree to which it was representative. To accomplish this, characteristics of the survey sample were compared with a profile of the UI claimants in the Atlantic City local office collected in October of 1979. The results of that check are resented inthe following table:

CHARACTERISTICS		SURVEY SAMPLE UI LOCAL OFFICE (DEC. 3&4 1979)	LOCAL OFFICE (SAMPLE CLAIMANTS FROM OCTOBER 1979 FILES)
AGE	Under 25	16% (under 22)	24.5%
	25 - 44	44% (22 - 44)	36.8
	45 - 64	26% (45 - 59)	27.1%
	65 and over	14% (60 and over)	11.6%
SEX	Male	58%	56.6%
	Female	39%	41.4%
	No Response	3%	
RACE	White	17.6%	74.5%
	Black	17.5%	25.5% (non-white)
	Hispanic	3.8%	
	Other	2.2%	
	No Response	4.7%	
RESIDENCE	Atlantic City	40.4%	37.4%
	Atlantic County, (not Atlantic City)	42.6%	50.5%
	Other New Jersey	16.9%	12.1%

An examination of the table indicates that, generally, there is consistency inthe relative representation of various groups between the two data sets. If problems do exist, it is in the characteristic area of residency where the survey's percentage of County residents receiving UI benefits (42.6%) is substantially less than the percentage derived from a sample of UI records for the Atlantic City Local Office. Despite this, this check is viewed as further support of the quality of the sample obtained from the UI office.

Problems With Site Selection

Three basic problems were associated with the selection of the test sites. Those problems related to: the unemployment status of individuals at the test sites, the residency status of those individuals and the institutional nature of the test sites.

Unemployment Status

Individuals using these offices (with the exception of UI) were not necessarily unemployed, by the Current Population Survey (CPS) definition of unemployed. For example, welfare recipients may not actively be seeking work and, therefore, technically would not be included in the count of the unemployed. It was felt, however, that the great majority of individuals utilizing these offices either would, technically, be considered unemployed and/or would be experiencing some degree of economic distress or hardship. Rather than restricting the sample to the rigorous definition of the unemployed as it is presented in the CPS, it was decided that an individual's presence in any of the test sites would be indicative of some degree of economic or social hardship. Their responses, therefore, would be of value to the Task Force and such individuals would be included in the sample.

Residency

Not all of the individuals making use of the services provided at the test sites were residents of Atlantic City. Many of the individuals were from areas in Atlantic County and others (in the case of UI) were not Atlantic County residents. Because of this, the results do not reflect the characteristics of only Atlantic City residents.

Nature of the Test Sites

All of the test sites were institutionalized in nature. That is, they were government operated establishments primarily concerned with providing some type of service or benefits to people. The very presence of surveyors in these settings was, undoubtedly, threatening to the individuals surveyed. This became especially true when the questions asked might have a bearing on the continuation of benefits of services these individuals were receiving.

Despite assurances on the part of the surveyors that responses would be grouped and individual responses would be kept confidential, the surveyors knew, in advance, that candid responses to all questions would not be obtainable. The extent to which the "threatening" nature of the questionnaire created a perceptual set which altered individual's responses to questions not directly related to the continuation of services and benefits is not known. It is hoped, that such carry over was minimal.

To have selected test sites which were of a different nature than those which were selected, presented problems which weren't amenable to resolution within the time frame allowed. For example, it might have been desirable to sample individuals at selected community based agencies or church groups. However, no reasonable methodology for selecting such sites could be developed. Furthermore, it is hoped that such groups were represented at the public hearings which were conducted by the Task Force and that their testimony will be used to gain information about their feelings on the subject matter.

The Survey Instrument

A pretest of the questionnaire was conducted on November 16, 1979. Based on the results of that pretest and input from Task Force members, the initial instrument was extensively revised.

As designed, the questionnaire elicited four basic types of information from the respondent. First, residency information was obtained. As part of this section, an attempt was made to isolate recent immigrants into the area and to ascertain if their reason for moving to the area was related to a job offer from or interest in working in a casino.

The second section of the questionnaire elicited from respondents their feelings about job opportunities in Atlantic City. This section was placed at a later point in the initial questionnaire. The pretest results, however, indicated that if the core questions were asked first, individuals had the opportunity to express their feelings and viewed the entire survey process as less threatening. In short, they became more responsive to participating in the process.

The third section of the questionnaire asked the respondent to provide information about his or her employment status. The questions were of two types. The first, asked for behavioral activities related to the individual's employment status or activity, while the second type of question asked the respondents to state their preference or perceptions about their employment status.

Finally, information was sought on the characteristics (i.e., age, race, sex) of the respondents. This information was obtained to determine if the various sub-groups among those surveyed differed in their feelings about employment opportunities in the area.

Format of Questions

A criticism of the type of questionnaire used needs to be noted. Almost all of the questions contained in the questionnaire listed a series of options which the respondents were required to choose from, a format in direct contrast to an open ended questionnaire design (where options aren't listed) preferred by some researchers.

By listing a series of options, a respondent may be "prompted" to give a response they might otherwise not have thought of giving, or, give a response because it is something they think they should say or feel. Furthermore, the individual is forced to choose among the stated options, thereby, preventing the respondent from stating feelings experienced by the respondent. Proponents of an open ended questionnaire design state that the best results are obtained if open questions are obtained, and then placed into categories by interviewers or coders at a later time.

Critics of the open ended approach cite the fact that, even with training, there is a significant lack of agreement between interviewers and/r coders on how to classify particular responses. Furthermore, the extent of this error is such that it would cause the same degree of distortion which can be expected to arise with forced choice questions.

While both sides of the above argument were taken into consideration, the decision to use a forced choice (with options listed) format was based on pragmatic considerations. The format utilized allowed for a more simplified and less time consuming coding procedure to be adopted. If an open ended format had been utilized, and an attempt to train the coders (so that an acceptable level of inter-coder reliability would have been attained) was made, the report on the results would have extended beyond the established deadline.

Administering the Questionnaire

All surveyors administering the questionnaire used the same introduction written at the top of the questionnaire. Staff were instructed to make clear to respondents: 1) that their participation was voluntary, 2) their responses were confidential, and 3) the survey was not part of the normal routine of the office they were being surveyed in.

Because of the need to survey a large group of individuals, all potential participants were given the opportunity to complete the questionnaire by themselves. All staff, however, were instructed to be very sensitive to the potential problem of illiteracy. Therefore, in their introduction they always gave the potential respondent the option of undergoing an interview.

There are three major problems with self administered questionnaires. First, a greater proportion of the items will not be answered. Secondly, individuals will not always following the directions specified on the questionnaire. Finally, a greater proportion of respondents will provide contradictory answers to different questions.

To minimize the extent to which this occurred, surveyors were instructed to hold "mini" exit interviews. While glancing at the questionnaire and checking for contradictions and failures to respond, the respondent asked what he or she thought about the questionnaire. If problems were observed, the surveyor was instructed to probe to either resolve the contradiction or attempt to obtain a response. If an item (i.e., sex, race) which could be completed by the respondent was left blank, the surveyor was instructed to complete the item.

In obtaining the results for this survey, both techniques (self-administered and interviews) were utilized. It was assumed that no serious and significant differences would exist between the two approaches and that, therefore, the results from each type of approach could be grouped together.

RESULTS

Basically there are three different sets of data which can be examined. All 271 questionnaires may be grouped into a single "global" data set and that set may then be examined. For reasons previously indicated, generalizations cannot be made from such data about any larger population in or around Atlantic City. What such a data set does allow for is an examination of responses obtained from 271 individuals which, by itself, would be interesting.

Secondly, the UI data may be examined as a sample which is representative of a larger group (i.e., UI claimants). Inferences may then be made about that larger population.

Finally, the data from the other four test sites may be grouped and treated as responses obtained from 88 individuals who were receiving or attempting to receive services from various human resource delivery agencies located in Atlantic City.

Characteristics of Respondents

The following table presents a profile of selected characteristics of the UI respondents contrasted with characteristics of respondents from other human service agencies.

CHARACTERISTIC	UI		OTHER HUMAN SERVICE AGENCIES	
	#	%	#	%
<u>SEX</u>				
Male	106	58%	29	33%
Female	71	39%	52	59%
No Response	6	3%	7	8%
<u>RACE</u>				
White	131	72%	30	34%
Black	32	17%	47	53%
Hispanic	7	4%	3	3%
Other	9	5%	2	2%
No Response	9	5%	2	2%
<u>RESIDENCY</u>				
Atlantic City	74	40%	54	61%
Atlantic Co. (not Atlantic City)	78	43%	24	27%
New Jersey (not Atlantic County)	31	17%	9	10%
TOTAL	183	100%	88	100%

An examination of the characteristics profile in the table above indicated substantial differences between the two groups. Of the UI respondents, 58% were males and 39% were females. Of the respondents from other agencies, only 33% were males while 59% were females.

While respondents from the other human services groups accounted for only 32% of all individuals surveyed, blacks surveyed in these agencies accounted for 59% of all blacks surveyed.

Finally, while 61% of all respondents surveyed in the other agencies group were City residents, the UI survey group had almost equal representation among city (40%) and County (43%) residents.

The above serves to underscore the problems in interpretation which will be encountered in any attempt to understand the global set of data and also serves to underscore the need to view this particular set of data strictly as a collection of responses obtained from 271 individuals.

Income

The chart below summarizes the reported income status of the residents for the total group, and also by reported racial group membership.

Income Level	UI N=183	Total Group N=271	Total Group	
			White N=161	Blacks N=79
\$ 0 - \$ 4,999	19%	25%	19%	38%
\$ 5,000 - \$ 9,999	25%	27%	25%	28%
\$10,000 - \$14,999	20%	18%	22%	15%
\$15,000 - \$19,999	8%	7%	9%	5%
\$20,000 - \$29,999	9%	7%	10%	4%
\$30,000 - or more	4%	4%	5%	1%
No response	15%	11%	11%	9%

52% of the respondents surveyed reported an annual income of less than \$10,000. If an adjustment is made so that the distribution is based only on those reporting income (i.e., remove "no response" from distribution), then 58% of those surveyed made less than \$10,000.

44% of the white respondents surveyed made less than \$10,000 last year while 66% of the black respondents reported income of under \$10,000. At the other end of the income spectrum, 11% of the total group, 15% of the whites, and 5% of the blacks surveyed reported earning an income of greater than \$20,000 last year.

The problem of "no response" was more prevalent among UI claimants. After adjusting for no response, 52% of the UI claimants reported an income of less than \$10,000, while 70% of the other human service agency group reported annual incomes of less than \$10,000.

The respondents were questioned as to the proportion of their family's income which they earned. 59% of the respondents indicated that their contribution was greater than 50%, while the remaining 49% indicated that their contribution was less than 50%.

Employment Behavior

Respondents were asked "are you looking for a full time job now?" Of those responding, 79% indicated they were (84% UI, 69% other human services group). Surprisingly, 16% of the 173 UI claimants who responded indicated they were not looking for a full time job. Some of these 27 respondents may in fact be looking for part time work, however, staff doubted that to be sufficient explanation. Since the nature of the test site (UI Office) was intimidating, some lying was anticipated and the reported 16% may be an underestimate of those not seeking employment.

Those who indicated that they were looking for work were asked what they had done in the past two weeks to find a full time job. The responses of UI participants are summarized below:

ACTIVITY	% RESPONSE N=78
Check newspaper ads	23%
Registered with State Employment Service	8%
Registered with private employment service	1%
Asked friends about jobs	12%
Sent resumes, called, or visited employers	22%
Other	15%
More than one response	18%

Of the UI claimants who responded, 16% indicated that they had a preference for working just part of the year. However, 38% of the respondents indicated that their last job was seasonal in nature. Several observations may be made about these facts. First, UI claimants were surveyed in the local UI office. Although assurances were made that their individual responses would be kept confidential, the test site and questions asked were, in general, perceived to be threatening to the continuation of individuals' UI benefits. Thus, the reported 16% is probably an underestimate of the actual percentage of UI claimants who prefer seasonal employment.

Secondly, it is reasonable to assume that the existence and availability of UI benefits is a factor in the development of a preference for seasonal work. The extent to which this is true is not known.

Finally, while only 16% indicated a preference for seasonal work, 38% reported that their last job was seasonal in nature. To the extent that seasonality in employment patterns has been "forced" upon individuals by the nature of the labor market, the existence of casinos should reduce this differential.

Attempts to Find Work in Casinos

Of the 267 individuals responding to the question "Have you tried to find work in the casinos or casino/hotels," 47% indicated that they had attempted to find work in the casinos or casino hotels. Of these 125 individuals, 89 provided usable responses to the open ended question which asked how they had found out about those jobs. Those responses are summarized below:

<u>Source of Information about Jobs</u>	<u>% Responding Citing that Source</u>
1) Advertisements (newspapers, radio, TV)	27%
2) Discussions with friends	20%
3) Direct contact	7%
4) State Employment Service	5%
5) Private Employment Service	3%
6) CETA	2%
7) More than one source cited	7%
8) No response or not usable	29%

Outcomes of Attempts to Obtain Employment in Casinos

In addition to finding out how individuals found out about casino jobs, information was also obtained from those individuals about the experiences of those individuals who indicated that they had attempted to find employment in casinos. The table below presents those results.

<u>Outcome of Attempt to Find Casino Employment</u>	<u>Response Rate (N=125)</u>
1) Took a job	15%
2) Did not get a job - couldn't get license	16%
3) Did not get a job - lack of experience	6%
4) Did not get a job - lack of education	0%
5) Refused a job because of low pay	2%
6) Refused a job because of other reasons	6%
7) Other	45%
8) No Response	10%

Surveyors indicated that many of those in the "Other" category had applied, but had not yet received work of the casino's determination.

Perceptions of Economic Climate

Respondents were asked if they thought job opportunities "stayed about the same," "gotten worse," or "don't know" in the past year. They were also asked the same question about their expectations for the next three years. The responses are summarized below.

JOB OPPORTUNITIES IN ATLANTIC CITY

	Past Year		Next Three Years	
	UI N=183	Other Agencies N=87	UI N=183	Other Agencies N=87
Improved	50.8%	47.5%	72.5%	63.6%
Stay About Same	19.5%	21.8%	12.6%	17.0%
Get Worse	15.3%	20.7%	3.3%	12.5%
Don't Know	14.2%	10.3%	12.0%	6.8%

In general, UI claimants viewed changes in job opportunities in Atlantic City during the past year in a more positive way than respondents surveyed at other human service agencies. Among the UI group, Atlantic City residents were less positive in their attitude toward economic developments in Atlantic City during the last year than non-residents.

UI claimants also expressed a more positive orientation toward future job opportunities in Atlantic City than respondents surveyed at other human service agencies. Among the UI group, however, residents of Atlantic City expressed a positive orientation equal to that of non-residents toward future developments in Atlantic City.

Individual Sense of Well Being

Respondents were asked, "As an individual, will you generally be: "better off", "same", or "don't know" as a results of casinos in Atlantic City. The responses are summarized below:

	OTHER AGENCIES N=87	UI CLAIMANTS		
		TOTAL	CITY RESIDENTS	NON-CITY RESIDENTS
better off	31%	32%	26%	36%
worse off	21.8%	14%	19%	7%
same	29.9%	30%	29%	35%
don't know	17.2%	23%	26%	22%

There was little difference between the UI groups and the other agency group in the proportion of individuals who thought they would be "better off" as a result of casinos in Atlantic City. However, a greater proportion of individuals from the other agency group thought they personally would be "better off" (21.8%) as a result of casinos, than the UI group (14%).

Significantly, in the UI group, city residents were less hopeful than non-residents about the personal impact casinos would have on them. More city residents said they would be "worse off" and less said they would be "better off".

When comparing the responses to this question with the responses to the questions about future economic developments in Atlantic City, the following observation may be made. While a large majority of the individuals surveyed expect the economic health of the area to improve over the next three years, a majority of those surveyed did not expect a concurrent improvement in their individual sense of well being.

Area in Need of Most Improvement

Respondents were asked in which area (jobs, housing, services, other) they thought Atlantic City could most stand improvement.

	OTHER AGENCIES N=87	UI CLAIMANTS		
		TOTAL GROUP	A.C. RESIDENTS	NON RESIDENTS
Jobs	24.1%	34.5%	25%	36%
Housing	64.4%	54.5%	67%	50%
Services	10.3%	6%	6%	7%
Other	1.1%	5%	15%	7%

As the table illustrates, housing was designated as the area in need of most improvement especially among respondents from the other service agency group and UI claimants who were also city residents.

Perception About Jobs in Casinos

Respondents were asked to choose from among several statements the one which best describes the job situation in casinos. There were four statements:

- Local People can get jobs in casinos with no difficulty,
- Local people have difficulty getting jobs in casinos,
- Local people can get jobs in casinos if they know the right people, and
- Local people can get jobs in casinos only if they have training.

The responses are summarized below:

	OTHER AGENCIES	UI CLAIMANTS
No difficulty	11%	18%
Have difficulty	29%	22%
If they know the right people	25%	21%
Only if they have training	34%	39%

Over one-half (57%) of the UI claimants, compared with 45% of the other service agency respondents, chose either the first or last option both of which were considered to be positive statements. It was considered disturbing, however, that the number of individuals choosing the negative (have difficulty) or cynical (if they know the right people) options.

APPENDIX III

CASINO RELATED EMPLOYMENT

The Casino Control Commission provided the members of the Task Force with available data related to employment levels in the casinos and at casino construction sites. Under the provisions of the Casino Gambling Act, the casino hotels and their contractors are required to establish and implement affirmative action programs in hiring employees. The Commission has the responsibility for establishing guidelines and regulations for minorities and women in the work force of the casino hotels and on construction sites. The Commission also has the responsibility for monitoring compliance with those regulations. The Commission has established certain goals for representation of these groups; in the casino hotel the goals established were 40% female and 20% minorities; on construction sites the established goals were 20% minorities and 3.1% female.

As Chart I indicates, representing employment in the three casinos operating as of January 1, 1980, based on total employment the three casinos appear to have met the established affirmative action goals; women account for over 45% of total employment and minorities account for 30% of total employment. However, as employment is broken down into job categories, it is apparent that there exists underrepresentation of these groups in certain job categories, especially the representation of minority groups in technical, professional and managerial positions. Discussions with representatives of the casinos indicated they have implemented affirmative action efforts and are actively attempting to recruit female and minority candidates for these job categories. The casino representatives point out that given the nature and skill requirements of casino related employment, it may be difficult to achieve the established goals in the relatively short period of time they have been operating. They indicate that as operations continue and as upward mobility programs are developed, the representation of women and minorities in the higher ranking job categories will increase. Representatives of the Casino Control Commission feel that the casinos are attempting to comply with the affirmative action regulations and concur that as more casinos open and as the industry matures, minority and female representation will increase.

The Commission provided the Task Force with a summary of the minority and female representation on the casino construction sites as of April 1, 1979, the latest summary available. The available data indicate that based on aggregate work weeks, minority representation on the construction sites was 18% and that female representation was at 2%, both slightly below the established goals. However, a review of the work force figures indicate that on a trade-by-trade basis, only one-third have met or exceeded the established goal of 20% minority representation. Only two trades had reached the 3.1% goal for female representation, the laborers and the painters.

It should be noted that these figures are an aggregate total and will vary from construction site to construction site. It should also be noted that since these data were compiled, a number of construction projects were completed and new projects initiated. The Commission is in the process of compiling an up-to-date summary of construction data and indicate they will make these data available to the Task Force upon its completion.

The Commission also provided the Task Force with a breakdown of the residency waivers granted as of November 15, 1979. The Casino Control Act includes a six month state residency requirement for casino related employees, and a three month state residency requirement for casino-hotel employees. The Act provides for a waiver of these requirements if the casino-hotel can demonstrate that the skills are not available within New Jersey and that those skills are essential to the operation of the casino-hotel. In testimony to the Task Force, a number of Atlantic City residents claimed that there were excessive numbers of out-of-state individuals being hired for work in the casino hotels, at the expense of New Jersey residents, and especially, Atlantic City residents. In the data made available to the Task Force, the Casino Control Commission reports that 650 residency waivers were granted as of November 15, 1979. Of these waivers, 598 were for officials and managers of the casino-hotels; the majority of these waivers 591, were reported to be for supervisory casino personnel, positions which require previous casino experience. The remaining waivers were granted to professional, technical and service related staff. These data are reflected in Chart II.

CHART I

PERSONS LICENSED BY CASINO CONTROL COMMISSION AND EMPLOYED AT RESORTS INTERNATIONAL,
BOARDWALK REGENCY AND BALLY PARK PLACE CASINO HOTELS AS OF 1/1/80 -- BY SEX & RACE

JOB CATEGORIES	ALL EMPLOYEES	FEMALE EMPLOYEES	FEMALES AS % OF ALL	MINORITY EMPLOYEES	MINORITIES AS % OF ALL
Officials & Managers	1,488	405	27.2	258	17.3
Professionals	2,400	972	40.5	354	14.8
Technicians	98	19	19.4	18	18.3
Sales Workers	29	20	69.0	8	27.6
Office & Clerical	2,053	1,606	78.2	484	23.6
Craftspersons (Skilled)	563	44	7.8	150	26.6
Operatives (Semi-skilled)	279	122	43.7	119	42.7
Laborers (Unskilled)	948	258	27.2	701	73.9
Service Workers	4,786	2,496	52.2	1,713	35.8
TOTALS	12,694	5,940	46.8	3,821	30.1

CHART II

WAIVERS OF DURATIONAL RESIDENCY REQUIREMENT FOR LICENSURE
GRANTED BY CASINO CONTROL COMMISSION AS OF NOVEMBER 15, 1979

<u>JOB CATEGORIES</u>	<u>NUMBER OF WAIVERS GRANTED</u>
Officials & Managers	598 (Includes 591 supervisory casino personnel)
Professionals	11
Technicians	13
Sales	0
Office & Clerical	0
Craftspersons (Skilled)	0
Operatives (Semi-skilled)	0
Laborers (Unskilled)	0
Service Workers	28 (Includes 20 employees of Boardwalk Regency's Japanese Restaurant)
TOTAL	650

APPENDIX IV

PERSONS APPEARING BEFORE THE

TASK FORCE

INDIVIDUALS APPEARING BEFORE THE TASK FORCE

Mr. Bob Abramson
Member of Public

Mr. Leonard Aronowitz
Member of Public

Mr. Richard Anderson
Manager of Personnel
Resorts International Hotel

Mr. Samuel Beard
Atlantic City Welfare Department

Mr. James Boyle
Unemployment Insurance

Mr. Tom Boykin, Jr.
Affirmative Action Officer
City of Atlantic City

Mr. John Morgan Brenner
Member of Public

Mrs. Brody
Member of Public

Mr. Joseph Brown
Member of Public

Mr. Al Cade
Vice-President
Boardwalk Regency

Mr. Ben Cohen
Chief Counsel
Casino Control Commission

Mr. Larry Coppin
Member of Public

Ms. Sara Coppin
Member of Public

Ms. Mary H. Daviso
Affirmative Action Officer
Casino Hotel Developer

Mr. Decca
Member of Public

Ms. Hannah Dixon
Member of Public

Mr. William Downy
Casino Hotel Association

Mr. James A. Ford
Member of Public

Ms. Mildred Fox
Member of Public

Ms. Gloria Gordy
Member of Public

Reverend Leroy Griffith
Affirmative Action Officer
Prime Motor Inns of New Jersey

Mr. Bob Gross
CETA Director
Atlantic County

Ms. Susan Hargis
Member of Public

Mr. George Harvey
Personnel Officer
Penthouse

Mr. Jim Healy
Manpower Demonstration
Research Corporation
New York City

Commissioner Pierre Hollingsworth
Atlantic City

Mr. Hosea Hudson
Member of Public

Ms. Rosalyn Jennings
Member of Public

Mr. James Jones
Member of Public

Mr. Al Kassel
N.J. Employment Service

Mr. Ronald King
Supportive Work

Mr. Fred Klein
Atlantic City Merchants Association

Mr. J. Terrence Lanni
Chief Executive Officer
Boardwalk Regency

Mayor Joseph Lazarow
Atlantic City

Mr. Joseph Lordi
Chairman
Casino Control Commission

Mr. Ray Maagan
Atlantic County CETA/PIC

Mr. Raymond Massie
Affirmative Action Officer
Casino Control Commission

Mr. Xavier Mercado
Housing Coordinator
Latin Organization of Atlantic City

Mr. Ed Michael
Vice-President
Greate Bay Casino

Mr. Abe Narkunski
Department of Social Services
Atlantic County

Mr. Mike O'Brien
N.J. Employment Service

Ms. Bernice Paul
Director
Economic Development
Atlantic County

Mr. Thomas P. Pough
Member of Public

Mr. Walter Qualls
Chief Counsel
Resorts International Hotel

Mr. Reynolds
Member of Public

Mr. Bruce Rice
Personnel Officer
Penthouse

Ms. Nadine Samuel
Member of Public

Mr. Sam Seldon
Member of Public

Ms. Doris Sewell
Director
Welfare Rights in Atlantic County

Mr. Joseph Shannon
Vice-President
Bacharach Housing Tenants Association

Mr. Richard Sheraton
Member of Public

Mr. Shively
Member of Public

Mr. Joseph Smith
Member of Public

Mr. Gerald Stevenson
Member of Public

Ms. Patricia Utts
N.J. Div. of Youth & Family Services

Ms. Sandra Williams
Assistant Business Manager
Penthouse

Mr. Tom Williams
Supportive Work

Reverend R. Alvin Wilson

Mr. John Wilson
Member of Public

Mr. Marshall Wood
Laborers Local 415

Mr. Charles Worthington
County Executive
Atlantic County

Mr. Joe Yeager
Director
Casino Hotel Industry Placement Service
N.J. Employment Service

